

#### **AGENDA**

## BOARD OF SUPERVISORS, COUNTY OF MONO STATE OF CALIFORNIA

Regular Meetings: First, Second, and Third Tuesday of each month. Location of meeting is specified below. Meeting Location: Mono Lake Room, 1st Fl., County Civic Center, 1290 Tavern Rd., Mammoth Lakes, CA 93546

Regular Meeting April 15, 2025

#### TRIBAL LAND ACKNOWLEDGMENT

In respect to the Indigenous People and Tribal Elders, past, and present, the Bridgeport Indian Colony, Mono Lake Kootzaduka'a Tribe, and Utu Utu Gwaitu Tribe are the Indigenous People who live within this, their ancestral homeland from time immemorial to the present and have been the caretakers of these lands, waters, and all natural resources for the benefit of the environment and of all living things. We who live in Mono County offer this land acknowledgment with a spirit of mutual respect and collaboration.

#### TELECONFERENCE INFORMATION

This meeting will be held in person at the location listed above. Additionally, a teleconference location will be available where the public and members of the Board may participate by electronic means.

- 1. Mammoth Teleconference Location for meetings held on the first and second Tuesday of each month Mono Lake Room of the Mono County Civic Center, First Floor, 1290 Tavern Road, Mammoth Lakes, CA. 93546:
- 2. Bridgeport Teleconference Location for meetings held on the third Tuesday of each Month Mono County Courthouse, Second Floor Board Chambers, 278 Main Street, Bridgeport, CA. 93517;
- 3. Zoom Webinar. Absent participation by a member of the Board under AB 2449, the Zoom Webinar is provided as a courtesy participation method but is not guaranteed.

Members of the public may participate in person at the above listed locations, or, if available, via the Zoom Webinar, including listening to the meeting and providing public comment, by following the instructions below.

#### To join the meeting by computer:

Visit https://monocounty.zoom.us/j/83537511698 or visit https://www.zoom.us/, click on "Join A Meeting" and enter the Zoom Webinar ID 835 3751 1698.

To provide public comment, press the "Raise Hand" button on your screen.

#### To join the meeting by telephone:

Dial (669) 900-6833, then enter Zoom Webinar 835 3751 1698

To provide public comment, press \*9 to raise your hand and \*6 to mute/unmute.

Additionally, if available, you may view the live stream of the meeting by visiting: https://monocounty.granicus.com/MediaPlayer.php?publish\_id=d22ef896-2eca-458d-9a09-0aaada470806

**NOTE:** In compliance with the Americans with Disabilities Act, if you need special assistance to participate in this meeting, please contact the Clerk of the Board at (760) 932-5530 or bos@mono.ca.gov. Notification 48 hours prior to the meeting will enable the County to make reasonable arrangements to ensure accessibility to this meeting (See 42 USCS 12132, 28CFR 35.130).

Full agenda packets are available for the public to review in the Office of the Clerk of the Board (Annex I - 74 North School Street, Bridgeport, CA 93517) and online athttp://monocounty.ca.gov/bos. Any writing distributed less than 72 hours prior to the meeting will be available for public inspection in the Office of the Clerk of the Board and online.

UNLESS OTHERWISE SPECIFIED BY TIME, ITEMS SCHEDULED FOR EITHER THE MORNING OR AFTERNOON SESSIONS WILL BE HEARD ACCORDING TO AVAILABLE TIME AND PRESENCE OF INTERESTED PERSONS. PUBLIC MAY COMMENT ON AGENDA ITEMS AT THE TIME THE ITEM IS HEARD.

9:00 AM Call meeting to Order

Pledge of Allegiance

#### 1. OPPORTUNITY FOR THE PUBLIC TO ADDRESS THE BOARD

Opportunity for the public to address the Board on items of public interest that are within the subject matter jurisdiction of the Board. (Speakers may be limited in speaking time dependent upon the press of business and number of persons wishing to address the Board.) Please refer to the Teleconference Information section to determine how to make public comment for this meeting via Zoom.

#### 2. RECOGNITIONS

#### A. Proclamation Recognizing April 20-26 as National Volunteer Week

Departments: County Administrative Office

10 minutes

(Sandra Moberly, County Administrative Officer) - Proposed proclamation recognizing April 20-26 as National Volunteer Week.

**Recommended Action:** Adopt proposed proclamation recognizing April 20-26 as National Volunteer Week.

Fiscal Impact: None.

#### 3. COUNTY ADMINISTRATIVE OFFICER

CAO Report regarding Board Assignments Receive brief oral report by County Administrative Officer (CAO) regarding work activities.

#### 4. DEPARTMENT/COMMISSION REPORTS

Receive brief oral report on emerging issues and/or activities.

#### 5. CONSENT AGENDA

(All matters on the consent agenda are to be approved on one motion unless a board member requests separate action on a specific item.)

#### A. Fish and Game Fine Fund Expenditure

Departments: Economic Development

Review an application for the Mono County Fish and Game Fine Fund Local Program Funding from Mammoth Lakes Recreation to support the Tangle Free Waters program. This expenditure is a permissible use of funding per the State of California Fish and Game Code Section 13103.

**Recommended Action:** Approve the \$5,000 funding request from Mammoth Lakes Recreation.

**Fiscal Impact:** Mono County receives roughly \$7,500 on an annual basis from the California Department of Fish and Wildlife. Currently there is \$67,552 is available for the 2024-25 fiscal year. If approved, the \$5,000 expenditure would bring the remaining available balance in this account to \$62,552.

B. Recommendation to Apply for 2025 CAL FIRE County Coordinator Grant
Departments: Emergency Management

The CAL FIRE County Coordinator Grant Program offers \$7.8 million statewide to support wildfire mitigation coordination across California counties. Each eligible county may request up to \$151,500 for a 15-month term from May 15, 2025, to July 31, 2026. Our County is eligible based on our successful completion of a previous County Coordinator Grant, and we propose to utilize this funding to continue support for our existing Wildfire Mitigation Coordinator position.

**Recommended Action:** Staff recommends that the Board of Supervisors authorize submission of a grant application to the 2025 CAL FIRE County Coordinator Grant Program, administered by the California Fire Safe Council (CFSC), and authorize the CAO to sign all related documentation.

**Fiscal Impact**: The County may request up to \$151,500 for direct staff salary, benefits, travel, supplies, and indirect costs (capped at 12%).

#### 6. CORRESPONDENCE RECEIVED

Direction may be given to staff regarding, and/or the Board may discuss, any item of correspondence listed on the agenda.

A. Correspondence Received - Letter from the Mono County Fire Chiefs
Association requesting Attention to the Dispatch Needs of the Special Fire
Districts in Mono County

Letter from the Mono County Fire Chiefs Association requesting attention to the dispatch needs of the special Fire Districts in Mono County and a review of the

overall dispatch needs of Law Enforcement, EMS, and Fire Agencies across the region.

## B. Correspondence Sent - Request for Appropriations for Insufficient ERAF/VLF Backfill Amounts

Two executed letters sent to the Senate and Assembly Budget Subcommittee regarding the request of appropriations for insufficient ERAF/VLF backfill amounts in Mono County.

#### 7. REGULAR AGENDA - MORNING

#### A. Mammoth Hospital North Wing Project Update

Departments: Clerk of the Board

20 minutes

(Tom Parker, Mammoth Hospital CEO) - Presentation by Tom Parker, Mammoth Hospital CEO regarding the Mammoth Hospital North Wing Project.

**Recommended Action:** None, informational only.

Fiscal Impact: None.

#### B. TSS Consultants Update on Biomass Facility

Departments: Emergency Management

30 minutes

(Fred Tournatore, TSS Consultants) - Presentation by Fred Tornatore, TSS Consultants, regarding the Biomass Facility.

**Recommended Action:** None, informational only. Provide any desired direction to staff.

Fiscal Impact: None.

#### C. Emergency Services Dispatch Discussion

Departments: Sheriff's Office

30 minutes

(Ingrid Braun, Sheriff) - Review correspondence received from the Mono County Fire Chiefs Association regarding dispatch concerns and have a broader discussion about dispatch, including the possibility of regional dispatch.

**Recommended Action:** None, informational only.

Fiscal Impact: None.

D. Renewal of Mutual Aid Agreement Among Mono County, the Antelope Valley, Bridgeport, Lee Vining, Mono City, June Lake, Mammoth Lakes,

## Long Valley, Paradise, Wheeler Crest, White Mountain, and Chalfant Valley Fire Protection Districts and the Marine Corps Mountain Warfare Training Center Fire Department

Departments: Emergency Management

10 minutes

(Chris Mokracek, Emergency Management Director) - This Mutual Aid agreement recognizes the unique services each agency provides to meet the emergency services needs of Mono County through the reciprocal sharing of resources. This provides for a seamless public safety response which benefits the County and Fire Districts alike.

**Recommended Action:** Approve the proposed Mutual Aid agreement.

**Fiscal Impact:** Likely none. Reimbursement to the responding agency beyond the first 12 hours of an incident is not guaranteed and requires negotiation of a separate cost-share/reimbursement agreement.

## E. Consider Letter of Support for Assembly Bill 518 - Low Impact Camping Areas Act

Departments: County Administrative Office

15 minutes

(Sandra Moberly, County Administrative Officer) - Assembly Bill (AB) 518, the Low Impact Camping Areas Act, aims to define and regulate low-impact camping areas on private property for recreational purposes. These areas are distinct from commercial lodging facilities and special occupancy parks, such as RV parks or tent camps. The bill requires counties that authorize low-impact camping to enforce specific standards, including waste disposal, quiet hours, and to establish a registry of such camping areas.

**Recommended Action:** Consider drafting a letter in support of AB 518, the Low Impact Camping Areas Act.

Fiscal Impact: None.

#### F. Consider Creation of a Budget Ad Hoc

Departments: County Administrative Office

10 minutes

(Sandra Moberly, County Administrative Officer) - Establishment of Budget Ad Hoc Committee consisting of two Supervisors.

**Recommended Action:** Establish the Budget Ad Hoc Committee. Appoint two Supervisors to the Committee. Provide any desired direction to staff.

Fiscal Impact: None.

#### G. LUNCH BREAK: 12:30-1:00 PM

#### 8. CLOSED SESSION

#### A. Closed Session - Labor Negotiations

CONFERENCE WITH LABOR NEGOTIATORS. Government Code Section 54957.6. Agency designated representative(s): Sandra Moberly, Oliver Yee, Christopher Beck, Janet Dutcher, and Christine Bouchard. Employee Organization(s): Mono County Sheriff's Officers Association (aka Deputy Sheriff's Association), Local 39 - majority representative of Mono County Public Employees (MCPE) and Deputy Probation Officers Unit (DPOU), Mono County Paramedic Rescue Association (PARA), Mono County Correctional Deputy Sheriffs' Association. employees: All.

#### B. Closed Session - Existing Litigation

Existing Litigation - County of Mono v. Amerisourcebergen Drug Corporation; Cardinal Health, Inc.; McKesson Corporation; Purdue Pharma L.P.; Purdue Pharma, Inc., et al., United States District Court, Eastern District of California, Case No. 2:18-cv-01149-MCE-KJN.

#### C. Closed Session - Real Property Negotiations

CONFERENCE WITH REAL PROPERTY NEGOTIATORS. Government Code section 54956.8. Property: 56 Kirkwood, Bridgeport, CA. Agency negotiator: Sandra Moberly. Negotiating parties: Mono County. Under negotiation: Price, terms conditions.

#### 9. REGULAR AGENDA - AFTERNOON

## A. Mono County Public Health 2024 Community Health Assessment Presentation

Departments: Health and Human Services

1 hour (40 minute presentation; 20 minute discussion)

(Dr. Tom Boo, Mono County Public Health Public Health Officer; Emily Janoff, Epidemiologist; Dora Barilla, HC2 Strategies) - The 2024 Mono County Public Health Community Health Assessment (CHA) is the work of the county's Public Health Division in partnership with HC2 Strategies with the input of a diverse group of community members and leaders, seeking to identify the top health and well-being needs of Mono County residents. The Public Health Division and its partners will use the findings to build community interventions that address the identified priorities. HC2 Strategies will present the final CHA to the Mono County Board of Supervisors.

**Recommended Action:** None, informational only.

Fiscal Impact: None.

#### 10. BOARD MEMBER REPORTS

The Board may, if time permits, take Board Reports at any time during the meeting and not at a specific time.

#### A. Board Member and Board Ad Hoc Reports

- Board Ad Hoc Arts Committee (Supervisor Peters, Supervisor Salcido)
- Board Chambers Ad Hoc Committee (Supervisor Peters, Supervisor Salcido)
- Emergency Medical Services Ad Hoc Committee (Supervisor Duggan, Supervisor Salcido)
- Housing Ad Hoc Committee (Supervisor Kreitz, Supervisor McFarland)
- Tax Sharing Ad Hoc Committee (Supervisor Salcido)

#### **ADJOURN**



#### REGULAR AGENDA REQUEST

■ Print

MEETING DATE April 15, 2025

**Departments: County Administrative Office** 

TIME REQUIRED 10 minutes

Proclamation Recognizing April 20-26 APPEARING **SUBJECT** 

as National Volunteer Week

**PERSONS** 

**BEFORE THE** 

**BOARD** 

Sandra Moberly, County Administrative Officer

#### AGENDA DESCRIPTION:

(A brief general description of what the Board will hear, discuss, consider, or act upon)

Proposed proclamation recognizing April 20-26 as National Volunteer Week.

#### **RECOMMENDED ACTION:**

Adopt proposed proclamation recognizing April 20-26 as National Volunteer Week.

#### **FISCAL IMPACT:**

None.

**CONTACT NAME:** Danielle Patrick

PHONE/EMAIL: 7609325535 / dpatrick@mono.ca.gov

**SEND COPIES TO:** 

#### MINUTE ORDER REQUESTED:

TYES VO

#### **ATTACHMENTS:**

Click to download

Proclamation

History

Time Who **Approval** 

4/8/2025 9:36 AM County Counsel Yes 3/5/2025 5:50 PM Finance Yes 4/8/2025 9:37 AM County Administrative Office Yes



## MONO COUNTY BOARD OF SUPERVISORS PROCLAMATION RECOGNIZING NATIONAL VOLUNTEER WEEK, APRIL 20-26, 2025

**WHEREAS**, National Volunteer Week is recognized across the United States to celebrate the power of volunteerism and the significant contributions of volunteers to their communities; and

**WHEREAS**, Mono County greatly benefits from the time, energy, and dedication of countless volunteers who selflessly serve in various capacities to enhance the well-being and quality of life for all residents; and

**WHEREAS**, volunteers are vital to addressing critical needs in Mono County, supporting efforts in areas such as education, public safety, health and human services, environmental preservation, and community enrichment; and

**WHEREAS**, the efforts of volunteers have a measurable and lasting impact, building a stronger, more resilient community while inspiring others to get involved and make a difference; and

**WHEREAS**, it is fitting and proper for Mono County to recognize and honor these remarkable individuals who generously contribute their time and talents to improve our community;

**NOW, THEREFORE, BE IT RESOLVED**, that the Mono County Board of Supervisors does hereby proclaim the week of April 20–26, 2025, as National Volunteer Week in Mono County and encourages all residents to recognize and celebrate the extraordinary contributions of our volunteers, whose service makes our community a better place to live, work, and thrive.

**PASSED AND ADOPTED** this 15<sup>th</sup> day of April 2025, by the Mono County Board of Supervisors.

Jennifer Kreitz, Supervisor District #1	Rhonda Duggan, Supervisor District #2		
Paul McFarland, S	upervisor District #3		
John Peters, Supervisor District #4	Lynda Salcido, Supervisor District #5		



## REGULAR AGENDA REQUEST

■ Print

MEETING DATE April 15, 2025

**Departments: Economic Development** 

TIME REQUIRED

**SUBJECT** Fish and Game Fine Fund

Expenditure

PERSONS
APPEARING
BEFORE THE
BOARD

#### AGENDA DESCRIPTION:

(A brief general description of what the Board will hear, discuss, consider, or act upon)

Review an application for the Mono County Fish and Game Fine Fund Local Program Funding from Mammoth Lakes
Recreation to support the Tangle Free Waters program. This expenditure is a permissible use of funding per the State of
California Fish and Game Code Section 13103.

#### **RECOMMENDED ACTION:**

Approve the \$5,000 funding request from Mammoth Lakes Recreation.

#### **FISCAL IMPACT:**

Mono County receives roughly \$7,500 on an annual basis from the California Department of Fish and Wildlife. Currently there is \$67,552 is available for the 2024-25 fiscal year. If approved, the \$5,000 expenditure would bring the remaining available balance in this account to \$62,552.

**CONTACT NAME:** Liz Grans

PHONE/EMAIL: 760-924-1738 / kim@mammothlakesrecreation.org; lgrans@mono.ca.gov

#### **SEND COPIES TO:**

lgrans@mono.ca.gov

#### MINUTE ORDER REQUESTED:

☐ YES 
☐ NO

#### **ATTACHMENTS:**

#### Click to download

Fish and Game Fine Fund request for funding

Fish and Game Fine Fund Code

Time	Who	<b>A</b> pproval
4/7/2025 4:15 PM	County Counsel	Yes
4/8/2025 10:00 AM	Finance	Yes
4/8/2025 10:10 AM	County Administrative Office	Yes



#### **COUNTY ADMINISTRATIVE OFFICER COUNTY OF MONO**

Sandra Moberly, MPA, AICP

#### **ASSISTANT COUNTY ADMINISTRATIVE OFFICER**

Christine Bouchard

#### **BOARD OF SUPERVISORS**

Lynda Salcido / District 5

VICE CHAIR

Jennifer Kreitz / District I

Rhonda Duggan / District 2 Paul McFarland / District 3 John Peters / District 4

#### **COUNTY DEPARTMENTS**

**ASSESSOR** Hon. Barry Beck

DISTRICT ATTORNEY Hon. David Anderson

SHERIFF / CORONER Hon. Ingrid Braun

BEHAVIORAL HEALTH Robin Roberts

COMMUNITY DEVELOPMENT Wendy Sugimura

COUNTY CLERK-RECORDER Queenie Barnard

COUNTY COUNSEL Chris Beck

ECONOMIC DEVELOPMENT

Liz Grans **EMERGENCY MEDICAL** 

**SERVICES** Bryan Bullock

FINANCE Janet Dutcher, DPA, MPA, CGFM, CPA

HEALTH AND HUMAN **SERVICES** 

Kathryn Peterson

INFORMATION

**TECHNOLOGY** Mike Martinez

**PROBATION** 

Karin Humiston

**PUBLIC WORKS** Paul Roten

To: Board of Supervisors

From: Liz Grans

Date: 4/15/25

Re: Fish and Game Fine Fund Expenditure

#### Strategic Plan Focus Area(s) Met

☐ A Thriving Economy ☐ Safe and Healthy Communities ☐ Mandated Function
☐ Sustainable Public Lands ☐ Workforce & Operational Excellence
Discussion

#### Discussion

Mammoth Lakes Recreation has submitted a \$5,000 request from the Mono County Fish and Game Fine Fund Local Program Funding to support the Tangle Free Waters program, which aims to reduce and remove monofilament fishing line from Eastern Sierra waterways and keep it out of landfills by means of recycling.

#### **Mammoth Lakes Recreation**

Grant Type Fish and Game Fund

Fish and Game Fine Fund



## MONO COUNTY ECONOMIC DEVELOPMENT, FISH AND GAME FINE FUND

#### LOCAL PROGRAM FUNDING

The Mono County Economic Development Department has funds available to assist with fish and wildlife related programs. Examples of types of programs that may be supported by this funding are: fish enhancement, wildlife care, public educational programs, improvement of fish and wildlife habitat, scientific fish and wildlife research, etc. The Fish and Game Fine Fund has legislative requirements which must be met for the funding to be used. (See State of California Fish and Game Code Section 13103 below)

If an entity requests funds and the reason(s) meets the legislative requirements, the Economic Development Department will bring the request to the Mono County Board of Supervisors for consideration at a future board meeting. A representative of the requesting organization will be required to appear at the Board of Supervisors meeting to provide a background summary of the program for which they are requesting money. The Mono County Board of Supervisors must approve of the expenditure prior to any disbursement of funds.

Granting of funds will be considered in the order in which they are received and will be considered on a case-by-case basis. Attached is a copy of the funding request form. Forms may be submitted by mail, or electronically. Please request only the amount necessary to accommodate the needs of your organization so that the limited available funds can benefit as many local groups as possible.

#### **Program Requirements**

For additional information, or assistance, and to submit completed requests, please contact: Liz Grans Mono County Economic Development PO Box 603
Mammoth Lakes CA 93546
760-924-4634 lgrans@mono.ca.gov.

Attention: Please submit this application on a desktop computer, NOT a mobile device (tablet/phone).

#### Initial Information

Name of Organization:

Mammoth Lakes Recreation

Is this organization a 501c non-profit?

yes

#### If yes, please provide the Tax ID Number:

47-1070284

#### **Mailing Address:**

PO BOX 8562

#### **Contact Person (Chairperson)**

Kim Anaclerio

#### **Phone Number:**

(760) 660-4948

#### **Email Address:**

kim@mammothlakesrecreation.org

#### **Purpose of Organization:**

To develop, enhance, and implement arts & culture, outdoor recreation, and mobility opportunities in Mammoth Lakes and the Eastern Sierra.

#### Amount of funding requested:

\$5,000.00

#### Please describe in detail how the requested funding will be used.

This funding will be used to enhance and further develop the Tangle Free Waters (TFW) Program. TFW is a program designed to reduce and remove monofilament fishing line from Eastern Sierra waterways and keep it out of landfills by means of recycling. If the discarded line is not removed, fish, birds, reptiles and other wildlife can easily become entangled, causing starvation, amputation, and death. Ingestion is also a serious threat. Moreover, fishing line never truly bio-degrades. Instead, it breaks down into smaller and smaller pieces, infiltrating the ecosystem and diminishing local water quality. The removal and recycling of discarded monofilament fishing line helps to prevent injury and improves the fish and wildlife habitat. The placement of TFW collection stations protects the wildlife and habitat by giving anglers a safe and secure place to dispose of their used line. Specifically, funding is needed for:

- 1) Materials to construct new and repair damaged stations.
- 2) Development of educational materials to enhance awareness and effectiveness of the program.
- 3) End of Season Line Clean Up and Sorting Event.

## What other sources have you pursued to obtain funding? Please attach any information that will assist in establishing the funding history of the organization.

This program was initially funded by the Mono County Fish and Wildlife Commission in 2019 with \$5,000. The TFW program generates program funding through the sponsorship of collection stations. Currently, there are 14 fiscal sponsors for the 30+ collection stations. Since 2019, sponsorships have generated \$28,000 for program needs. Since 2021, Los Angeles Department of Water and Power has made an annual donation to the program; totaling \$14,000. Unfortunately, this funding will not be available for the 2025 season.

#### Projected start and end date:

This is a year-round program that ramps up during the Regular Mono County Fishing Season. Planning and admirative duties are performed during the off-season, and mostly on-the-ground field work is done between April and November.

#### Number of local participants/volunteers:

50

## Please feel free to provide any additional information you feel pertinent that would aid the Commission in evaluating your request.

Since 2019, we have grown to over 30 collection stations and have recycled over 60 pounds of line thus far. The stations are throughout Mono County starting to the north in Bridgeport and as far south as Rock Creek. We have created a Station Locator Map that is used by anglers to locate the nearest collection station for disposal of their discarded line. This is an extremely important program to keep fishing in Mono County, a vital economic driver, sustainable and environmentally sound.

Save and Continue to Document Uploads

Created on Jan. 23 at 12:13 PM (PST). Last updated by Anonymous on Jan. 23 at 5:00 PM (PST). Owned by Anonymous.

#### State of California

#### FISH AND GAME CODE

#### Section 13103

- 13103. Expenditures from the fish and wildlife propagation fund of any county may be made only for the following purposes:
- (a) Public education relating to the scientific principles of fish and wildlife conservation, consisting of supervised formal instruction carried out pursuant to a planned curriculum and aids to education such as literature, audio and video recordings, training models, and nature study facilities.
  - (b) Temporary emergency treatment and care of injured or orphaned wildlife.
- (c) Temporary treatment and care of wildlife confiscated by the department as evidence.
- (d) Breeding, raising, purchasing, or releasing fish or wildlife which are to be released upon approval of the department pursuant to Sections 6400 and 6401 onto land or into waters of local, state, or federal agencies or onto land or into waters open to the public.
- (e) Improvement of fish and wildlife habitat, including, but not limited to, construction of fish screens, weirs, and ladders; drainage or other watershed improvements; gravel and rock removal or placement; construction of irrigation and water distribution systems; earthwork and grading; fencing; planting trees and other vegetation management; and removal of barriers to the migration of fish and wildlife.
  - (f) Construction, maintenance, and operation of public hatchery facilities.
- (g) Purchase and maintain materials, supplies, or equipment for either the department's ownership and use or the department's use in the normal performance of the department's responsibilities.
- (h) Predator control actions for the benefit of fish or wildlife following certification in writing by the department that the proposed actions will significantly benefit a particular wildlife species.
- (i) Scientific fish and wildlife research conducted by institutions of higher learning, qualified researchers, or governmental agencies, if approved by the department.
- (j) Reasonable administrative costs, excluding the costs of audits required by Section 13104, for secretarial service, travel, and postage by the county fish and wildlife commission when authorized by the county board of supervisors. For purposes of this subdivision, "reasonable cost" means an amount which does not exceed 15 percent of the average amount received by the fund during the previous three-year period, or ten thousand dollars (\$10,000) annually, whichever is greater, excluding any funds carried over from a previous fiscal year.
- (k) Contributions to a secret witness program for the purpose of facilitating enforcement of this code and regulations adopted pursuant to this code.

- (*l*) Costs incurred by the district attorney or city attorney in investigating and prosecuting civil and criminal actions for violations of this code, as approved by the department.
- (m) Other expenditures, approved by the department, for the purpose of protecting, conserving, propagating, and preserving fish and wildlife.

(Amended by Stats. 2012, Ch. 546, Sec. 6. (AB 2363) Effective September 25, 2012.)



## REGULAR AGENDA REQUEST

■ Print

MEETING DATE April 15, 2025

**Departments: Emergency Management** 

TIME REQUIRED

SUBJECT

Recommendation to Apply for 2025
CAL FIRE County Coordinator Grant

Response APPEARING
BEFORE THE

**BOARD** 

#### AGENDA DESCRIPTION:

(A brief general description of what the Board will hear, discuss, consider, or act upon)

The CAL FIRE County Coordinator Grant Program offers \$7.8 million statewide to support wildfire mitigation coordination across California counties. Each eligible county may request up to \$151,500 for a 15-month term from May 15, 2025, to July 31, 2026. Our County is eligible based on our successful completion of a previous County Coordinator Grant, and we propose to utilize this funding to continue support for our existing Wildfire Mitigation Coordinator position.

#### **RECOMMENDED ACTION:**

Staff recommends that the Board of Supervisors authorize submission of a grant application to the 2025 CAL FIRE County Coordinator Grant Program, administered by the California Fire Safe Council (CFSC), and authorize the CAO to sign all related documentation.

#### **FISCAL IMPACT:**

The County may request up to \$151,500 for direct staff salary, benefits, travel, supplies, and indirect costs (capped at 12%).

**CONTACT NAME:** Chris Mokracek

PHONE/EMAIL: 7609244633 / cmokracek@mono.ca.gov

#### **SEND COPIES TO:**

#### MINUTE ORDER REQUESTED:

☐ YES 
▼ NO

#### ATTACHMENTS:

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Time	Who	Approval
4/8/2025 11:22 AM	County Counsel	Yes
4/9/2025 5:14 PM	Finance	Yes
4/9/2025 7:19 PM	County Administrative Office	Yes



Sandra Moberly, MPA, AICP

#### **ASSISTANT COUNTY ADMINISTRATIVE OFFICER**

Christine Bouchard

# MONO COUNTY CALIFORNIA

**BOARD OF SUPERVISORS** 

**CHAIR** 

Lynda Salcido / District 5 VICE CHAIR

Jennifer Kreitz / District I

Rhonda Duggan / District 2 Paul McFarland / District 3 John Peters / District 4

**COUNTY DEPARTMENTS** 

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DISTRICT ATTORNEY
Hon. David Anderson

SHERIFF / CORONER Hon. Ingrid Braun

BEHAVIORAL HEALTH Robin Roberts

COMMUNITY DEVELOPMENT

Wendy Sugimura

COUNTY CLERK-RECORDER Queenie Barnard

COUNTY COUNSEL Chris Beck

ECONOMIC DEVELOPMENT Liz Grans

EMERGENCY MEDICAL SERVICES

Bryan Bullock

FINANCE Janet Dutcher, DPA, MPA, CGFM, CPA

HEALTH AND HUMAN SERVICES Kathryn Peterson

INFORMATION TECHNOLOGY

Mike Martinez

PROBATION Karin Humiston

PUBLIC WORKS Paul Roten **To:** Mono County Board of Supervisors

From: Chris Mokracek, Director, Office of Emergency Management

**Date:** April 15, 2025

**Re:** Recommendation to Apply for 2025 CAL FIRE County Coordinator Grant

#### Strategic Plan Focus Area(s) Met

☐ A Thriving Economy	ion
☐ Sustainable Public Lands ☐ Workforce & Operational Excellence	

#### Recommendation

Staff recommends that the Board of Supervisors authorize submission of a grant application to the **2025 CAL FIRE County Coordinator Grant Program**, administered by the California Fire Safe Council (CFSC), and authorize the CAO to sign all related documentation.

#### **Background**

The CAL FIRE County Coordinator Grant Program offers \$7.8 million statewide to support wildfire mitigation coordination across California counties. Each eligible county may request up to \$151,500 for a 15-month term from May 15, 2025, to July 31, 2026.

Our County is eligible based on our successful completion of a previous County Coordinator Grant, and we propose to utilize this funding to **continue support for our existing Wildfire Mitigation Coordinator position**.

#### **Purpose of the Grant**

The CAL FIRE County Coordinator Grant is designed to:

- Promote **countywide coordination** between wildfire mitigation groups
- Strengthen local partnerships with CAL FIRE Units and grassroots organizations
- Expand wildfire **preparedness**, outreach, and planning efforts
- Support the development or refinement of a Community Wildfire Protection Plan (CWPP)

#### **Proposed Use of Funds**

This grant will maintain and fund the existing Wildfire Mitigation Coordinator position, which has proven instrumental in:

- Leading collaborative wildfire risk reduction efforts
- Identifying and tracking mitigation projects and funding opportunities
- Hosting stakeholder meetings and public trainings
- Supporting GIS mapping and data reporting
- Liaising with CAL FIRE and local partners
- Advancing the County's CWPP development

The Coordinator will also fulfill all **required deliverables** under the grant, including a Board presentation, CAL FIRE trainings, participation in CFSC workshops, and quarterly progress reports.

#### **Fiscal Impact**

- No matching funds are required.
- The County may request up to \$151,500 for direct staff salary, benefits, travel, supplies, and indirect costs (capped at 12%).
- Costs will be reimbursed quarterly or provided as an advance upon approval.

#### **Next Steps**

- Grant applications open on April 11, 2025, and close on April 25, 2025
- Staff will submit the application through **ZoomGrants**
- Award announcements are expected in early May 2025

#### Conclusion

Continuing the Wildfire Mitigation Coordinator position is critical to sustaining momentum in our wildfire resilience efforts. This grant offers the County an opportunity to preserve and enhance that capacity with **no local cost**.

Staff recommends approval to pursue this funding.



# Notice of Funding Opportunity

2025 CAL FIRE COUNTY COORDINATOR GRANT PROGRAM

\$7.8 Million Available to Counties Across California

**APPLICATIONS OPEN APRIL 11, 2025** 



Funding for this project provided by the California Department of Forestry and Fire Protection's (CAL FIRE) Wildfire Prevention Grants Program as part of the California Climate Investments Program.





## **Funding Summary**

## 2025 CAL FIRE County Coordinator Grant Program

\$7.8 Million Available



#### **Funding Announcement**

California Fire Safe Council (CFSC) is pleased to announce additional funding for the County Coordinator Grant Program. The objective of the County Coordinator Grant is to educate, encourage, and develop countywide collaboration and coordination among wildfire mitigation groups. Program funding will cover administrative costs relevant to county-wide coordination efforts, including but not limited to salary, support, and administrative costs for a designated County Coordinator.

#### **Eligibility**

Eligible applicants include counties or their designated representative who received and successfully closed out a 2021 or 2022 CAL FIRE County Coordinator Grant, or who have been notified by CFSC of their eligibility.

#### **Goals and Strategy**

The County Coordinator Program serves as a mechanism to build capacity among mitigation groups and develop strong partnerships between state and local mitigation practitioners by:

- Assessing strategies to promote and develop county-wide CWPPs and improved planning processes.
- Promoting the integration of County Coordinators and their networks with local CAL FIRE Units.
- Supporting state-wide data collection.
- Working to scale up mitigation, preparedness, and outreach activities in each funded county.
- Building strong, collaborative mitigation practitioner networks, from the county to the grassroots level.

#### **Available Funding**

Applicants may request up to \$151,500 for an approximately 15-month period of performance (May 15, 2025 - July 31, 2026).



## **Program Deliverables**

## 2025 CAL FIRE County Coordinator Grant Program

#### **Required Grant Deliverables**

Awarded subrecipients will be required to include the following deliverables into their workplan and budget for the 2025 CAL FIRE County Coordinator Grant Program:

- Identify, summarize, and report on local groups, grants, and projects within the county, developing partnerships with key stakeholders and providing support and resources to local mitigation groups.
- Track and monitor collaborative efforts, tasks, meetings, workshops, and plans developed by the County Coordinator during the project window.
- Continue to contribute to the GIS Networking Portal.
- Work alongside your local CAL FIRE Unit or CAL FIRE contracted entity to develop a plan and/or initiate
  next steps to integrate with the local unit and develop shared, locally appropriate resources and
  collaborative activities.
- Participate in one (1) CAL FIRE Qualified Entities Training during the grant term to gain insights into home assessment requirements and support CAL FIRE in standardizing assessment practices.
- Share information and provide one (1) county-level training with key stakeholders and applicable parties on the new Community Wildfire Protection Plan (CWPP) toolkits.
- Assess current need for a county-level CWPP and/or county-level CWPP update, and develop a
  preliminary plan evaluating the feasibility, next steps, and potential partners needed to initiate countylevel CWPP planning. Subrecipients will submit a report of their findings and next steps to support the
  state's efforts to promote, implement, and adopt the use of the CWPP toolkit at the county-level.
- Give one (1) presentation at a County Board of Supervisors meeting on the County Coordinator Grant Project scope of work, deliverables, and impact.
- Attend the in-person CFSC Networking and Peer Learning Workshop on Friday, November 21, 2025, in Sacramento, California.
- Attend CFSC's virtual County Coordinator Monthly Meeting series.
- Submit quarterly programmatic and fiscal reports.
- Complete other deliverables as identified in the project workplan.
- Abide by the terms and conditions of the subaward agreement.

#### **Unallowable Activities and Expenses**

The following activities and expenses are unallowable under the terms of this grant program:

- No ground disturbing or fuel reduction activities.
- No equipment purchases. See the CAL FIRE Project Cost Table on p. 8 for the definition of equipment.
- No food and refreshment expenses, except those incurred as per diem during approved travel.
- Indirect costs cannot exceed 12% of the requested funding amount.



## **Program Expectations**

## 2025 CAL FIRE County Coordinator Grant Program

#### **Grant Program Expectations**

Awarded subrecipients will be expected to abide by the following grant expectations.

#### <u>Assigned County Coordinators:</u>

- One individual within the awarded agency should be designated as the County Coordinator and serve
  as the key programmatic contact for the project. These individuals should dedicate their time to
  achieving the grant deliverables, ensuring the workplan and budget remains on track, communicating
  with their assigned CFSC Grant Specialist, attending Monthly County Coordinator Meetings, and
  ensuring other subaward requirements are met.
- The designated County Coordinator **should not** be a deployable emergency response employee to avoid prolonged absences from grant work.
- Subrecipients may elect to use a contractor to fill the County Coordinator position; however, agencies
  must provide approved procurement policies and must demonstrate that they followed their
  procurement policy when selecting the contractor.
- Subrecipients are expected to keep the program contacts and key personnel up to date in ZoomGrants, as well as check their ZoomGrants messages and emails regularly for key programmatic information.
- Subrecipients whose designated County Coordinator is funded by more than one grant source must be able to produce a time allocation policy if/when requested showing hours worked and billed to each grant program.

#### **Payment Requests and Source Documents:**

- Subrecipients will be required to submit their first advance payment request within 10 business days
  of signing their subaward agreement UNLESS approved or required to operate on a reimbursement
  basis.
- Subrecipients preferring to operate on a reimbursement basis <u>must</u> submit reimbursement requests on a quarterly basis with each progress report.
- All subrecipients must submit source documentation for costs billed to the grant on a quarterly basis with each progress report.
- All payment requests must use the California Fire Safe Council cover sheet, which will be provided with the Grant Award Handbook and available in the ZoomGrants library.

#### **CFSC Risk Assessment:**

 All eligible applicants will undergo a risk assessment prior to entering into a subaward agreement with CFSC. Based on CFSC's risk assessment, some subrecipients may encounter special monitoring conditions added to their subaward agreement.



## **Application and Timeline**

## 2025 CAL FIRE County Coordinator Grant Program

#### **How to Apply**

Applicants must have received and fully closed a 2021 or 2022 County Coordinator Grant, demonstrating appropriate grant management ability and abiding by the terms and conditions of their subaward agreement, and must be deemed eligible for additional funding by CFSC.

Applications open on April 11, 2025. Visit <a href="https://cafiresafecouncil.org/grants-and-funding/apply-for-a-grant/">https://cafiresafecouncil.org/grants-and-funding/apply-for-a-grant/</a> to create a new ZoomGrants account or login to your existing account and select "25 CAL FIRE County Coordinator Program" to begin. The grant program and applications will not be available for viewing until April 11, 2025; however, the general application questions are available on the next page to support you as you plan for your project.

All applicants must complete the following tabs in the ZoomGrants application:

- Application Summary
- Application Questions
- Budget (See p. 8: CAL FIRE project cost table)
- Scope of Work/ Workplan (include the activity, timeline, responsible party, outcome, and budget)
- Document Uploads

ZoomGrants Application Assistance: To retrieve login information, you must contact ZoomGrants. CFSC staff do not have access to your login information. The ZoomGrants Technical Support team is available 8:00 a.m. to 5:00 p.m. Mountain Time, Monday through Friday Toll Free at 866-323-5404 or email <a href="mailto:questions@zoomgrants.com">questions@zoomgrants.com</a>.

#### **Application Timeline**

Applications open April 11, 2025, and the application deadline is April 25, 2025, at 11:59 p.m. PST. Grant awards will be announced in early May 2025. The grant term is 15 months with a anticipated period of performance of May 15, 2025 - July 31, 2026.

#### April 11

Applications Open



#### April 16 & 23

**Application Office Hours** 



#### April 25

Applications Close



#### May 2025

Grant Term Begins





## Sample Application Questions

## 2025 CAL FIRE County Coordinator Grant Program

#### **Sample of Grant Program Application Questions**

Due to the shortened grant application window, CFSC is providing a sample of application questions for your preparation prior to the opening of the application on April 11, 2025. Questions are subject to change.

#### **Organization Information**

- · Which county do you represent?
- If your organization has a CAL FIRE grant or direct award, or received one in the past, please provide the grant number(s), project summary(ies), current status (open/closed), and if you have ever received a CAL FIRE grant termination prior to award close.
- List key individuals from the applicant county or organization who will be involved in submitting the application, designing the project, and designating the County Coordinator.
- Briefly list prior grants received and managed over the past 3 years, including private, federal, or state grants.
- Does your county have a county-wide community wildfire protection plan or emergency plan?
- Does your organization/county have professional GIS staff who will be available to assist with the GIS needs of this project? If yes, please provide the contact information for GIS staff who will work on this project.
- Will your organization receive grant funds on an advance or quarterly reimbursement basis? Note: if you select advance, it is still possible your organization could be switched to reimbursement based on your pre-award risk assessment or performance during the grant period.

#### **Project Information, Outcomes, and Evaluation**

- Executive Summary/Abstract. Provide a brief summary (1-2 sentences) of your proposed County Coordinator Project.
- Will your county's County Coordinator remain the same during the new funding period?
- If yes, please provide the existing County Coordinator's organization/agency, name, email address, title, and phone number.
- If no, please describe the situation requiring a new County Coordinator placement and identify who will
  fill the role (full time/part time employee, contractor). Describe your process/timeline for hiring the new
  County Coordinator.
- Describe the anticipated outcomes of your County Coordinator Project.
- How will you measure the success of your County Coordinator Project?
- How will your county or organization work to sustain efforts toward county-wide collaboration and coordination following the close of the performance period?
- All subrecipients will be required to certify your understanding of the required programmatic deliverables under this grant program. See pages 3 and 7.
- Identify any deliverables, in addition to the required deliverables of this grant program, that you intend to achieve by the close of the project.



## Sample Scope of Work

2025 CAL FIRE County Coordinator Grant Program

#### Sample of Grant Program Scope of Work

There are six (6) required grant deliverables that all subrecipients **must** include within the first six activities in the project Scope of Work. An example of the application Scope of Work is provided on this page for your reference. Please see p. 3 for a comprehensive list of required deliverables.

Task #	Activity	Timeline	Responsible Party	Expected Outcome/ Result	Budget
1	Develop a plan, in concert with CAL FIRE unit or CAL FIRE contracted entity, to integrate the County Coordinators with their local CAL FIRE units and develop shared, locally appropriate resources.				
2	Continue to contribute to the CFSC GIS Networking Portal.				
3	Attend at least one (1) Qualified Entities Training hosted by CAL FIRE.				
4	Host one (1) county-level training on the CWPP toolkit for stakeholders to encourage its use and adoption.				
5	Develop a preliminary plan evaluating steps/actions needed to initiate a county-level CWPP, using best practices as outlined in the CWPP toolkit, and submit a report to CFSC based on findings.				
6	Present project scope of work, deliverables, and impact to the county's board of supervisors to ensure that county leadership is informed of program impact and can effectively keep the County Coordinator tied into the county's priorities and plans.				
7+	(Subrecipient additional deliverables)				



## **CAL FIRE Project Cost Table**

Below is an adaptation of the CAL FIRE Project Costs table, adapted from p. 17 of the California Climate Investments Department of Forestry and Fire Protection Direct Award Procedural Guide February 2022, which describes allowable cost categories for CAL FIRE funded grant projects. All County Coordinator grant expenses must adhere to this policy. Please note, not all CAL FIRE allowable costs are allowable under the specifications and project expectations of the County Coordinator Grant Program.

Salaries and Wages	Salaries and wages of employees employed by the Grantee who are DIRECTLY engaged in the execution of the grant project. Limited to actual time spent on the grant project. Examples of expenditures include time-related to site visits and project monitoring and completion of reporting related to the grant project. Staff time related to accounting, business services, etc. are allowed only if those functions are not included in the Grantee's overhead cost.
Benefits	Employer contribution share of fringe benefits associated with employees (paid from salaries and wages Budget Item) who are directly engaged in the execution of the grant project. This will include Social Security, Medicare, Health Insurance, Pension Plan costs, etc. as applicable for the specific employee. Does not include Sick/Vacation/Holiday leave.
Contractual	Direct consultant and contractual services necessary to achieve the objectives of the grant. Examples of contractual costs will be RPF supervision/certification, professional/consultant services (the costs of consultant services necessary for project planning and implementation), fire prevention contractor, etc. Procurement of contractual services should be documented to ensure selection on a competitive basis and documentation of price analysis.
Travel	Travel cost associated with travel to and from project sites, meetings, etc. directly related to the grant project and must be considered reasonable and necessary for the completion of the project. Reimbursement rates shall be consistent with the Grantee's written travel policy. Absent a written policy, per diem shall not exceed the California Standard Per Diem Rate allowable by the U.S. General Services Administration. Mileage rates shall not exceed the rates allowable by the IRS.



## CAL FIRE Project Cost Table (Continued)

Supplies	Supplies that are used in the direct support of the project are allowable. Supplies exceeding \$500 per unit cost shall be documented to ensure procurement of supplies on a competitive basis and documentation of price analysis. Supplies include items under \$5,000 per unit cost (e.g., office materials, software, laptops, etc.).
Equipment	Equipment is not an allowable expense for the 2025 County Coordinator Grant Program. Equipment is an item of \$5,000 or more per unit with a tangible useful life of more than one year.
Other	Other costs that do not fit in any of the above categories. The cost must be directly related to the grant project. A cost (such as rent, utilities, phones, general office supplies, etc.) that must be apportioned to the grant is considered indirect cost unless written justification is submitted and approved by CFSC.
Indirect	Indirect Costs are costs associated with doing business that are of a general nature and are incurred to benefit two or more functions within the Grantee organization. These costs are not usually identified specifically in the grant agreement, project, or activity, but are necessary for the general operation of the organization. Examples include salaries and benefits of employees not directly assigned to a project; functions such as personnel, accounting, budgeting, audits, business services, information technology, janitorial, and rent, utilities, supplies, etc. Functions included as direct versus indirect costs must be applied consistently for all activities within the Grantee organization, regardless of fund source. The maximum allowable indirect charge for this grant program for all entities including UC's and CSUs should generally not exceed 12%, unless an exemption is granted by CFSC.



## Frequently Ask Questions

## 2025 CAL FIRE County Coordinator Grant Program

#### **Frequently Asked Questions**

- What is the application timeline and where do I apply?

  Applications will open April 11, 2025, and close April 25, 2025, at 11:59 p.m. PST. Applications will be hosted through ZoomGrants and accessed through this link HERE.
- > Who do I contact if I have questions or need assistance with my application?

  Please reach out to a CFSC Grant Specialist listed on the Contact Us page below.
- What is the total funding available per county?

  Each county may apply for up to \$151,500.00; however, applicants should only apply for what they can reasonably spend within the period of performance.
- What is the total length of the grant term, and will there be an option to extend the term if needed? The total grant term is approx. 15 months (May 15, 2025, to July 31, 2026). There will be no extensions.
- Can the County Coordinator help to prepare grant applications for fuel reduction projects or other administrative tasks relevant to fire readiness?
  - Yes, the County Coordinator may assist with planning and preparing grant applications, perform outreach and communications, attend meetings, coordinate volunteers, or otherwise support a county's current efforts as needed. No actual ground disturbing or fuels mitigation work is permitted.
- Are the funds limited to a single County Coordinator, or can they be used to cover time for multiple individuals involved in county-wide programming?
  - Counties must designate one County Coordinator as they key point of contact; however, funds may be used to cover time for positions directly related to the County Coordinator, such as a direct supervisor. CFSC may request a time allocation policy detailing hours worked and billed to all grant-funded projects.
- Can awarded County Coordinator grant funds be used to purchase food or refreshments for meetings and events?
  - No. Food and refreshment expenses are unallowable under the terms of this grant program. Only meal costs incurred as per diem during approved travel are allowable and must be outlined in your budget.
- Yes, an existing employee may fill the County Coordinator role if they have the capacity to complete the job functions and manage the program. Counties or their designated agencies may also hire a new employee or create a contract position to fill the County Coordinator role. However, the designated County Coordinator should not be a deployable emergency response employee to avoid prolonged absences from grant work.



## **Contact Us**

#### **CALIFORNIA FIRE SAFE COUNCIL**

730 I STREET #236 SACRAMENTO, CA 95814 WWW.CAFIRESAFECOUNCIL.ORG

#### **CFSC Grant Team Contacts:**

Dave Farley, Senior Grant Specialist, dfarley@cafiresafecouncil.org
Becky DeForest, Senior Grant Specialist, bdeforest@cafiresafecouncil.org



Join us in helping communities live safely with wildfire!



Funding for this project provided by the California Department of Forestry and Fire Protection's (CAL FIRE) Wildfire Prevention Grants Program as part of the California Climate Investments Program.





## REGULAR AGENDA REQUEST

■ Print

MEETING DATE	April	15,	2025
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**TIME REQUIRED** 

SUBJECT

Correspondence Received - Letter from the Mono County Fire Chiefs Association requesting Attention to the Dispatch Needs of the Special Fire Districts in Mono County PERSONS APPEARING BEFORE THE BOARD

#### **AGENDA DESCRIPTION:**

(A brief general description of what the Board will hear, discuss, consider, or act upon)

Letter from the Mono County Fire Chiefs Association requesting attention to the dispatch needs of the special Fire Districts in Mono County and a review of the overall dispatch needs of Law Enforcement, EMS, and Fire Agencies across the region.

RECOMMENDED ACTION:	
FISCAL IMPACT:	
CONTACT NAME: PHONE/EMAIL: /	
SEND COPIES TO:	
MINUTE ORDER REQUESTED:  □ YES ☑ NO	
ATTACHMENTS:	
Click to download	
D <u>Letter</u>	
D Study	

#### **History**

Time	Who	<b>A</b> pproval
4/7/2025 4:19 PM	County Counsel	Yes
4/3/2025 4:37 PM	Finance	Yes
4/7/2025 5:05 PM	County Administrative Office	Yes



## Mono County Fire Chief's Association



"Dedicated to Regional Emergency Services Improvement"

March 27, 2025

To: Mono County CAO and the Board of Supervisors

CC: Mono County Fire Chiefs, Queenie Barnard (Clerk - Recorder), Sheriff Braun

COA Moberly and the Mono County Board of Supervisors,

On behalf of the Mono County Fire Chiefs Association, we are writing to request attention to the dispatch needs of the special Fire Districts in Mono County and a review of the overall dispatch needs of Law Enforcement, EMS and Fire Agencies across the region. As many may know, in December of 2020 the BOS received a report on a Regional Dispatch Feasibility Study to address the needs of a modern dispatch center that meets the modern legal requirements across EMS, Fire and Law. (report attached)

The Mono Fire Chiefs have been working with Sheriff Braun to mitigate challenges and improve the service of dispatch as best as possible. However given the limitations of the program as it exists today and the lack of capacity to meet the legal requirements to be compliant with NFPA 1221 and APCO Minimum Dispatch Standards, we believe a prioritization of dispatch evolution is pertinent. As we have seen with local emergencies and highlighted with the recent critical fire events in Los Angeles County, multi-agency, multi-jurisdictional communication with proper asset tracking is key to successful incident communication. Additionally, with a primarily rural population where BLS and ALS EMS response can be delayed, the addition of Emergency Medical Dispatch capabilities is essential to mitigating life threats.

We are requesting the County to create an AdHoc committee of County staff as well as leadership from Fire, EMS and Law to review the prior JPA proposal, look at current capacities and make formal requests for funding and seek RFP's to modernize our dispatch services to best protect and serve the residents and visitors to the County.

Thank you for the consideration,

Mono County Fire Chiefs Association



## Regional Dispatch Feasibility Study and Implementation Plan

December 17, 2020

Prepared by:



Federal Engineering, Inc. 10560 Arrowhead Dr, Suite 100 Fairfax, VA 22030 703-359-8200

#### **Executive Summary**

Mono and Inyo Counties, the City of Bishop, and the Town of Mammoth are supportive of pursuing a consolidated regional center to provide 9-1-1 call-taking and dispatching of public safety response agencies. Each entity expressed common goals, objectives, concerns and risks, that this report seeks to address. This report provides projections and recommendations for governance, funding, cost savings, organizational and operational changes, technology, and transition planning.

The benefits to the founding entities include improved situational awareness, a reduction in emergency transfers, the ability to return sworn personnel to the agencies, the provision of a civilian career ladder for communications staff, anticipated service improvements, the gain of service and cost efficiencies. The disadvantages of regionalization include the perception of a loss of control, not fully known costs to achieve and sustain consolidation, challenges of addressing ancillary and municipal duties once provided by dispatch staff, and perceived lack of community familiarity.

To move consolidation forward, *FE* recommends that the two counties, the City, and the Town develop a joint powers authority (JPA) via an intergovernmental agreement (IGA, Agreement). *FE* recommends that the founding entities (Mono, Inyo, Bishop and Mammoth Lakes) enter a contract to jointly carry out mutual powers for the provision of public safety communications services. Should the founding entities prefer to enter a JPA to create a separate legal entity, there are considerations, such as the ability to enter contracts, hold property, or sue; and that the debts, liabilities, and obligations are borne by the JPA and not the municipalities. The IGA formalizing the contract among the founding entities must define the JPA, detailing the powers of the JPA, and how said powers will be used.

The consolidated center should be established as an independent shared service regional authority with collaboration and oversight provided equally by the membership consisting of representatives from Inyo and Mono counties, the City of Bishop, and the Town of Mammoth Lakes. This regional authority would have the physical presence and compilation of a Board with decision maker level representatives from each of the founding entities. Under this model, the Director position would report to the Board. The Director would have autonomy allowing the newly formed agency to not be controlled by a single agency, to foster and build independent relationships with response agencies, to make personnel and internal policy decisions, to develop a budget for Board input and approval, to create and advance service improvements, to have all operational personnel under one roof, to develop operational efficiencies, to make informed decisions about



#### Mono County, California Regional Dispatch Feasibility Study and Implementation Plan

deploying resources, to maintain a single facility, to provide staff development, input and oversight for resolving issues.

The administrative support services should be provided in-kind by Inyo County with consideration toward their overall contribution to the ongoing operational costs of the consolidated center.

The technical support services should be provided in-kind by Mono County with consideration toward their overall contribution to the ongoing operational costs of the consolidated center.

The facility space should be provided in-kind by the City of Bishop with consideration toward their overall contribution to the ongoing operational costs of the consolidated center.

Input by the served agencies should be facilitate via the formation of User groups as a means and method for bringing and resolving issues to the Board.

All consolidated center policy and funding decisions are to be made by the Board.

Funding for planning and transition costs should come from contribution from existing budgets for PSAPs. Funding the ongoing operations of the consolidated center should be a contribution method in a four-way split with consideration for in-kind services.

The recommended operations staffing model projects the need to staff 2-3 positions around the clock based on workload volume. This is accomplished with 10 call-takers/dispatchers and three working supervisors on 12-hour shifts. The recommended salary of ~\$53,000 is the median of the current reported salary structure.

Operational recommendations include enhancements to Fire dispatch services to include talkgroup monitoring, CAD improvements, addition of EMD, and QA.

Technology needs for the consolidated center includes fully equip all consoles; the use of ergonomic furniture; improve CAD/Mobile/RMS use; transition of servers; redundancy; fail-over backup technologies; interfaces; mobile and/or handheld devices for all agencies; interface with RMS for all agencies; include ePCR; GIS from all, for all; add robust MIS to 9-1-1 answering equip; integrated text-to-911; new/upgraded voice logging recorder.

Technology challenges include the radio system that can be resolved via a costly build out of a region-wide system, or an interim solution to interconnect existing systems.



Another challenge is the FBI/CJIS CLETS/CJIS PII requirement for which the solutions are to transition to abbreviated language for radio communications or plan a future radio upgrade to include encryption.

The consolidated center should be housed at Bishop Police, requiring reconfiguration and some improvement to the current space. Plans should be to design the future Bishop Police facility to house the consolidated center.

Cost estimates and savings projections include technology costs, transition costs and ongoing operations costs. The ongoing operations costs are projected to be ~\$1,140,000, which is a savings from the ~\$3,000,000 of current reported combined costs.

The transition planning and activities should be a phased approach that will span 12-14 months.

The risks associated with the consolidation include the loss of a participant(s), an expansion or growth or costs beyond those anticipated and planned for, and consideration for not achieving projected service levels.



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### 1. Introduction

Mono and Inyo Counties, and the City of Bishop, each operate independent public safety answering points (PSAPs). Mono County also serves the Town of Mammoth Lakes police and fire agencies as their PSAP. The two counties, the City, and the Town, are now seeking to determine if quality of service enhancements, and service and cost efficiencies are achievable through the physical consolidation of the three PSAPs. This report provides information and recommendations to assist decision makers with determining if a consolidation will achieve the quality of service and efficiencies through a reduction in transferred 9-1-1 calls; merging of space, systems, equipment, and networks; and creation of a single organization serving all public safety response agencies.

# 1.1 Study Methodology

**FE** approached this effort via a discovery process in which statistical, demographic, technology inventory, budgets and associated documents were gathered and analyzed. Observational periods, individual interviews, and focus group meetings with the counties of Mono and Inyo, the City of Bishop and the Town of Mammoth Lakes were beneficial in assisting **FE** to understand the operational methodologies, workflow processes, and agency needs. Interviews with individual decision makers and group interviews with stakeholders in the three public safety answering points (PSAPs), and each of the response agencies, provided critical insight into the concerns and expectations of those affected by any change in the current configuration.

The data and information gathered in the discovery process was analyzed for any roadblocks or unique requirements that must be considered in a change of service model. Statistical data was used to calculate workload, staffing, space, and technology needs and cost estimates.



# 2. Existing Conditions Analysis

# 2.1 Mono County

Mono County Administration is supportive of a regional center. They are seeking a decision from the participants regarding regionalization as they have received grant funding to construct a new jail facility within the coming three years. The new jail facility design includes the PSAP/control room and will require revision/re-design if the County elects to transition PSAP functions to a regional center. Though the facility is significantly aged, the County is offering the abandoned PSAP/control room area for renovation and expansion to accommodate a regional center, if the participating municipalities are interested.

Mono County is unique in that they have public safety officers who are dually trained in both custody and dispatch. When new employees are hired, they are first trained on the jail responsibilities and then trained as dispatchers. Because of their dual roles, the County always needs to make certain a combination of both female and male employees on duty. Most of the new employees, that do not make it through training, do so because they cannot complete the dispatcher training. This is a significant issue for the Sheriff's Office as they often lose good custody staff because they are unable to complete the dispatcher training. (note staffing levels – similar to Inyo discussion)

The length of training is another issue as it takes a minimum of six months for corrections training and an additional six months for dispatch training. If the regional initiative moves forward, the public safety officers would have to decide if they wanted to transition into a dispatch only role or remain as detention officers. From direct stakeholder input, *FE* learned that most would likely not transition based on salary.

The County has a career Emergency Medical Services (EMS) agency that provides service countywide. Currently the 11 fire districts in the County are not charged for dispatch services. To move forward with regionalization, all agencies will have to contribute financially or in kind. All tribal communities in the County are provided 9-1-1 call answering and law enforcement coverage by the Mono County Sheriff's Office. The United States Marine Corp (USMC) Mountain Warfare Training Center receives fire and medical response and law enforcement mutual aid.

The County has priorities and considerations that include making certain that they are clear on what services they are acquiring and supporting, any vulnerabilities of systems, data sharing capabilities, and understanding the path and requirements for achieving regionalization and the County's role in same. The County is aware of the value attached



to the service and capabilities that they currently have and need to be certain of the value and service levels planned and achieved in a future regional center.

Mono County provides several regional services, including 9-1-1 call-answering and dispatching for the Town of Mammoth Lakes Police and the Mammoth Lakes Fire Protection District, as well as the hosting of an RMS collaborative server for regional query of information that provides real-time data access to CAD and records data. Mono County Information Technology supports the PSAP, serves as the 9-1-1 Addressing and Street Naming Authority for the County and Town, and provides shared IT and GIS services for the Town of Mammoth Lakes. A separate Enterprise GIS Agreement exists between Mono County, the Town of Mammoth Lakes, and Mammoth Community Water District which allows for the sharing of data and licensing costs. This example of regional cooperation can be leveraged in support of a regional PSAP initiative.

The Mono County Sheriff sits on the State 9-1-1 Advisory Board and the IT Director is a member of the CalOES NextGen 9-1-1 Task Force and involved in helping shape policy and technical considerations for the statewide rollout of the system.

Mono County stakeholders noted risks associated with regionalization to include the following:

- Effective communication is key for Mammoth Lakes as a critical partner
- The impact on a regional effort if one party does not participate

There is a fiber network (Digital 395) that runs from Barstow to Carson City with a variety of service uses in a public safety grade network. The three PSAPs have access to Digital 395 fiber on premise. This network is also currently leveraged as backhaul for a portion of the Mono County radio system.

While Mono County would leverage Digital 395 as a primary communication link between a regional center to the existing radio system, establishing a backup communications link (such as with UHF radio) would be challenging. All available backup options will have to be explored to find the most practical solution. The current link is to/from Bridgeport and Conway. If a regional center is placed in Bishop, then a connection for radio communications will be necessary for dispatching Mono agencies. This is achievable through Digital 395 in conjunction with an IP interface in dispatch. Another possible solution for radio connectivity is the statewide radio system. The California Radio Interoperability System (CRIS) is a 700MHz trunked system managed by California Office of Emergency Services (CalOES). This system is scheduled to be built out in the region in the next two to three years and Mono County is currently in conversation with the State



to better understand opportunities it may provide as it looks to overhaul its existing 30-year-old VHF system.

Mono County stakeholders desire a regional service model to include IT Support, with a governance structure that includes a service level agreement (SLA) between the participants.

Mono County is open to and capable of providing administrative support services for a regional center.

Requirements of a regional center include no degradation of service, increased responsiveness, and efficiencies. If there are any increases in costs, then there needs to be service improvements associated with those costs. The County understands that there may be higher costs initially, but there should be some cost efficiencies into the future. If the regional project moves forward the project team should be looking for any opportunities to take on additional agencies. The more agencies involved has the potential to reduce individual costs.

Mono County, Inyo County and the City of Bishop can currently receive text to 9-1-1.

Mono County sees the advantage of potentially locating the regional center in the City of Bishop and expanded the concept to include consideration of Bridgeport for the location of a backup center, citing diverse 9-1-1 service paths needed to mitigate impact of a regionwide 9-1-1 outage.

The Town of Mammoth Lakes contracts 9-1-1 answering and dispatch services from Mono County. The County recognizes the value of the current contract, as well as the clearly outdated nature of the agreement which fails to cover services provided to the Mammoth Lakes Fire Protection District. The current agreement is approximately 15 years old and contains a funding formula that uses the number of incidents and covers one full time equivalent (FTE) salary and a percentage of the fringe benefits costs. The contract auto-renews annually, and the Town is interested in renegotiating the agreement. Fire and EMS services for Mammoth Lakes are provided without charge, though the service contract advises that a separate contract covers fire dispatch services. No such contract was executed. It is clear to the County that staffing levels sufficient to meeting the needs of both the Town and County are of critical importance and must be maintained.

Mono County stakeholders desire to make certain that an appropriate level of authority is maintained by the served agencies in a regional center. They also desire to have a fair and equitable funding model that shares costs of the regional center.



# 2.2 Inyo County

Inyo County Sheriff's Office operates a primary PSAP that receives 9-1-1 calls and dispatches public safety response county-wide except for the City of Bishop. The Inyo PSAP provides as needed support for the National Park Service and California Highway Patrol (CHP), and several other state and federal agencies. The Inyo PSAP also provides fire and emergency medical service (EMS) from Big Pine south to Death Valley.

The Inyo PSAP tries to operate with two dispatchers during the day and one overnight. A corrections officer fills in as needed. At the time of the interview, Inyo Sheriff's Office had recently hired a trainee dispatcher and was planning to hire another soon.

Inyo County is in favor of a regional center and offered input and considerations for the following:

If basing costs on call volume or workload, such as a percentage of workload formula, they ask that consideration be given to the fluctuations of population from tourism.

Though Inyo County has no preference for where a regional center should be located, they do have access to County-rented/owned properties in and around the population center of the City of Bishop, that could be considered for use as a regional center site.

The County discussed the impact of Next Generation 9-1-1 (NG9-1-1) network and equipment upgrades that are planned by CalOES, and the impact of the County's planned radio system narrow-banding and upgrades. Other technology considerations are also anticipated to have a fiscal impact on the County.

County Administration is interested in cost savings and service improvement. The capital expenses are not as concerning for the County as are the unknown ongoing operational costs. If the ongoing costs are significantly more than the current costs, then this may be a roadblock for Inyo County's participation in a regional center. Note that this is a shared concern by administrative level stakeholders for both counties, the City, and the Town.

County Administration does not want to contract 9-1-1 answering and dispatching services, indicating that governance is important but has no preference of the type of governance that should be established.

The timing is good for considering a regional center as the Sheriff has funding for radio system upgrades and other technology improvements.

Inyo County Administration desires a potential regional center to be staffed for workload, not coverage.



The concept of a regional center does not have a long history among the study participants; however, the participants have other regional relationships that serve as examples of the shared service models that benefit the participants. Some examples of the shared/joint services in place include:

- The City of Bishop contracts with Inyo County for building and safety services, the employees that provide these services are county employees that are in Bishop City Hall.
- The County Administrator serves as the County's Surveyor and as the Bishop City Surveyor and Engineer for sub-divisions.
- Inyo County supports a shared Agriculture Commissioner.
- COPA (Hazmat inspectors)
- The fund management service for a Veterans Services Officer
- Public Works via a small sewer system in the lower half of county
- School systems
- Health and Human Services (HHS) shared support services duties for the school districts coordinated by the Inyo County Office of Education
- The Eastern Sierra Transit (ESTA) bus service via a joint-powers agreement (JPA). Inyo provides services for ESTA that includes radio services.

Should Inyo County participate in a regional center they require service enhancement and cost savings, and governance must include the ability for all groups to have an appropriate level of input and control, and a mechanism to make certain that technical needs are met.

The governance structure preferred by Inyo County Administration would be comprised of staff, including elected department heads, and there must be technical expertise on board.

Inyo County is open to considering providing the payroll and general administrative support to a future regional center. An area that will require negotiation is that Inyo County provides retirement health benefits not provided by Mono County, City of Bishop, or Mammoth Lakes.

Inyo County geographical information system (GIS) services are within the County's Information Technology (IT) department's oversight who provide the data to CalOES for statewide GIS data consumption.



Inyo County is open to considering a virtual consolidation if physical consolidation is not feasible. The County is also open to a phased-in regional approach.

There are five Tribal communities in Inyo County of which some have police departments. Consideration should be given to any potential impact, positive or negative, on these communities.

County representatives expressed that a contribution method would be the most equitable method for funding a regional center. Funding considerations should include the costs for services to the volunteer fire departments for whom the County provides dispatch services without compensation. Note that Mono County also provides fire protection districts dispatch services without compensation.

Inyo County representatives see value in adding emergency medical dispatch protocols as it is a publicly expected service and in the best interest of the public.

The Inyo County PSAP performs other duties beyond answering 9-1-1 calls and dispatching public safety response agencies. These duties include data entry of restraining orders and warrants. In California, arrests can be made based on a verbal confirmation, therefore there is no need for deputies to come to the PSAP. The dispatchers perform clerical/record keeping duties such as entering all incident reports and citations/tickets.

Facility duties for the Sheriff's Office include controlling administration doors and gates, and as a backup they can control doors to booking. They also monitor external cameras on the Sheriff's Office campus.

Inyo County is progressing in the CalOES planned rollout of NG9-1-1 for which the state provides 9-1-1 telephone equipment and network upgrades. The State has updated power and infrastructure at the County PSAP thus far. Circuitry and phone equipment will be the next phased roll out.

Radio interoperability exists in the field for responders in their mobile radios among the two counties, City of Bishop, and Mammoth Lakes. The PSAPs are not networked and are not able to dispatch for each other. Although there may be some abilities in the dispatch centers to talk on adjacent jurisdictions field unit, there is no PSAP that is configured to provide full dispatch radio coverage to any other PSAP at this time. Backup services to adjacent PSAPs are currently limited to answering 9-1-1 calls only.

The Counties, City and Town have configurable data sharing capabilities for computer aided dispatch (CAD) data, as they all have the same CAD application. Inyo County can push a call event for incidents not in their response area to Mono and Bishop. The CAD application is configured statewide for any user on that specific application to view or



access other agencies' CAD data. The collaborate host server for data sharing is located in and maintained by Mono County with the City of Bishop and Inyo County being collaborate connections.

Inyo County IT provides limited support to the PSAP, mainly security or equipment, while the vendor supports software. A GIS tech that works for County IT updates GIS data to CAD for mapping.

The City of Bishop dispatches EMS response county-wide. The EMS service is a combination of a contracted service (Symons), municipal paid service in Bishop, Olancho, and Lone Pine, and other basic life support (BLS) response. All fire departments, paid and volunteer, go on ambulance calls as first responders.

Inyo dispatches local fire department ambulances first, then requests the contracted Symons service from Bishop for any advanced life support (ALS) responses needed based on requests by the dispatched fire department ambulance.

Animal control only handles domesticated animals (pets, farm animals), wildlife control is handled separately by Eastern Sierra Wildlife and other groups.

# 2.3 City of Bishop

The City of Bishop has interest in creating a regional center for answering 9-1-1 calls and dispatching public safety agencies. The Bishop Police Department operates a dedicated PSAP that has three console positions that serve the Bishop Police and Fire response area.

The City views building trust among the regional participants as critical to the success of a regional center initiative. The City recognizes the risks associated and liability attached to continuing to have individual single dispatchers in each PSAP on duty for managing call surge, and officer safety.

It is important to the City to maintain and improve service levels throughout the potential regionalization of 9-1-1 services. Formal employee training, proper certification and appropriate staffing allocations are also important to the City in a regional center. The City administration sees risk mitigation and insurance needs, and the division of costs, as critical items to address in a regional initiative. They also see the need for the participating municipalities to execute a memorandum of understanding (MOU) or joint powers authority (JPA) structured governance. The City is planning a new police facility that may align with the need to house a regional center.



The Bishop PSAP provides record keeping backup of the records clerk, entering citations, compliance checks for California Law Enforcement Telecommunications System (CLETS) entries, modifications and clearing data, and restraining orders. When entering the building, there is a walk-up window, and the dispatcher is the first person to greet the public.

The City is adding a new ambulance to augment the local services of Symonds, the contracted ambulance service. The Fire Department ambulance will not be a transport unit. The City Fire Chief responds as a first responder to medical calls, along with the Bishop Police. CalFire handles all state and federal lands wildfires and may contact the City for assistance. Rural protection districts adjacent to the City, the City's Fire and the City's volunteer fire departments are three separate entities. The rural protection district just entered a MOU with the City for mutual/automatic aid.

Currently the Bishop PSAP is not providing emergency medical dispatch (EMD), however with the assistance of the fire department they are interested in implementing a system and they are reviewing their options. They understand there will be challenges in providing this service while operating a one person PSAP.

## 2.4 Town of Mammoth Lakes

The Town of Mammoth Lakes (Town) is seeking a true regional partnership that provides more influence in the governance and oversight of the emergency communications services than what the current contract provides between the Town and Mono County.

The Town anticipates the availability of more resources and functionality in a regional center.

A requirement of the Town in a regional relationship is to maintain or decrease the current annual cost of approximately \$400,000 for the County-provided emergency communications services.

Though the Town pays for the service, there is no viable mechanism for addressing service issues. The contract stipulates that the Mammoth Lakes Police Chief and the Mono County Sheriff are to work to resolve service issues. The Town would also like to have more input on the operation of the PSAP.

The service gaps identified include the following:



- The need to add medical protocols to the call taking process, and the need for the Town to have input in the development/implementation process
- The need for dispatch to develop and incorporate standard operating procedures and best practices
- The ability for dispatch to meet performance goals
- The lack of control of costs that could be addressed with an appropriate level of input and control over services
- Timely responses to questions or complaints regarding services
- The Fire services outside of Mammoth Lakes reportedly feel disenfranchised
- Mammoth Fire requires more resources, functionality and a level of service that more closely meets current best practices
- Mono County PSAP staff multi-tasking with jailer duties, especially at night, creates lag time in dispatching or contact with dispatch. Delay can also be caused by Mono dispatcher being tied up with other calls, agency needs or shared duties
- Mammoth Lakes Police currently has CLETS access in their office, but would also like to have mobile access in the field
- Need more secure partitioning of RMS data for confidentiality. The current RMS is partitioned but Mammoth has no control
- Need compatibility with law enforcement information exchange (LInX)
- Desire additional staffing in PSAP to focus on Mammoth Lakes Police and Fire needs

Town representatives identified risks to Mammoth Lakes should they transition service away from Mono County to include:

• Unknown staffing needs and service changes that may result from a transition to another agency such as the City of Bishop



- If Mammoth Lakes transitioned to Bishop, as example, law enforcement and fire 9-1-1 calls would be transferred (or conveyed) to Bishop for dispatch. EMS 9-1-1 calls would be retained and dispatched by Mono for Mammoth Lakes.
- The unknown staffing plans and capabilities, training, and supervision in a regional center, noting issues with attracting and maintaining staff to the remote locations.

Town representatives desire a separate standalone entity that member agencies have access to and through for the regional center. They desire an equal voice in the configuration and operation of the center.

Regardless of regionalization, the Town desires to see service improvements. To make certain a successful project, the transition to a regional center may have to be conducted in stages.

Considerations and planning activities for regionalization that are key for the Town include the following:

- Critical success factors and pitfalls of politics
- Identifying challenges, risks, and solutions for same
- Next steps and implementation planning
- If regionalization is not possible, then what improvements can be made in the current operations and relationships
- The impact of the planned new Mono County jail on the dispatch services
- There will be a need to adapt backup and disaster recovery plans for a regional center
- The need to use the full capabilities of current technology to assist with providing service to a much larger geographical footprint
- Additional accountability to the agencies by the regional center
- The need for detailed service agreements to clearly outline the level of service needed



 Provide the agencies the ability to manage their own data and who has access to it

The Mammoth Lakes Fire District is a separate entity from the Town. The district recently worked out a reciprocity of services joint agreement with Mono County to respond outside of the district with expectation of services received from County, such as reimbursement and/or tax credits.

The district needs input to dispatch services. The current response recommendations are limited to two choices. They are not able to meet response standards, partly due to technology limitations and partly due to limiting operational protocols. The fire services in the County need the same level of service that is being provided to the Sheriff's Office and County EMS. They would like to see the full use of current technology available including, but not limited to, mobile data, silent dispatch, AVL, automatic mutual aid, access to CAD data, an interface to Fire RMS, automatic notification applications, web browser access to CAD.

The district would like to see the regional center provide a level of service that is commonly found in other similar type centers and follows best practices for the dispatching of fire agencies. This includes, but is not limited to, full use of CAD for run cards and recommendations, AVL, documenting individual units and associated times, access to their CAD data, and quality assurance. When on an incident, the center needs to provide immediate responses to additional resource requests from the incident commander or units on scene. The center needs to monitor the fire units assigned to incidents and be attentive to their status and location.



### 3. Consolidation Assessment

The concept of regionalization is one that the Counties, City, and Town agree would be beneficial to each for potentially improving service, creating cost efficiencies, and potential cost savings. CalOES also encourages regionalization for economies of scale in their roll out of NG9-1-1<sup>1</sup>.

Through the discovery and interview process, analysis of the data and operations, *FE* offers that there are indeed benefits that can be gained by the Counties, City, and Town through regionalizing their emergency communications.

The following general benefits that the Counties, City, and Town will gain from a regional center includes:

- The true full interoperability among agencies served through proximity, improved situational awareness, and shared systems – enhancing interoperability and information sharing among agencies
- Improved coordination for disaster preparedness, response, and recovery to make certain readiness regarding manmade and natural threats, as well as dayto-day localized issues and response, and large scale regional, state, or national events
- Pooling of resources and cost efficiencies to enhance the capabilities and service to responders and citizens
- Improved situational awareness within the regional center and for the participating agencies
- Service efficiencies and opportunities for the participating agencies to better pursue their missions within a safer responder environment which includes enhanced information sharing across all disciplines
- Improved technology and sharing of information
- A reduction of 9-1-1 call transfers

<sup>&</sup>lt;sup>1</sup> California 9-1-1 Advisory Board Long Range Planning Committee 9-1-1 Workgroup Task "The Benefits and Drawbacks of 9-1-1 Public Safety Answering Point Regionalization", CalOES May 2016



- A Reduction in call processing time that can equate to faster emergency response times
- Improved quality of service to citizens and response agencies through standardized call handling and dispatch protocols
- Improved command and control
- A regional center that is housed in a facility that is appropriately sized and that meets the current NFPA 1221 standards for a hardened and secure facility

## 3.1 Reasons to Consider Consolidation

Mono and Inyo counties, the City of Bishop and the Town of Mammoth Lakes should consider regionalization for the following reasons:

- Service level improvements An important benefit of regionalization is service level improvements. The degree and nature of the improvements will vary depending on the efficiency of each individual PSAP. 9-1-1 call-takers and dispatchers are truly the "first responder on the scene" and can substantially influence the outcome of an incident. The types of service improvements typically achieved following regionalization include:
- Reduction or elimination of the transfer of 9-1-1 calls between PSAPs which improves response times and lowers the potential for human or technology errors.
- Regional awareness of workload and the deployment of field personnel. This
  awareness leads to improved usage of resources regionally and better
  management of large scale or multi-jurisdictional events from a single point of
  control.
- Sharing of physical space enables communications between call-takers, law
  enforcement and fire/EMS dispatchers to be virtually instantaneous. These
  improved communications enable field personnel to receive information more
  quickly and accurately which is particularly important in multi-jurisdictional
  incidents. This communication is the least tangible or quantifiable benefit of
  regionalization but is one of the most key.



- A regional center has a greater capacity for handling surges in incoming calls and dispatching.
- Standardized training of all PSAP employees increases regional consistency.
- A regional environment offers the benefit of state-of-the-art technology, improved training, and expanded career opportunities that would not be otherwise financially or organizationally feasible.
- Reassigning sworn personnel functioning as PSAP management and support staff to other positions within their agencies is possible by eliminating their roles in the PSAP.

An anticipated result of regionalization is cost savings. In *FE*'s experience, while cost savings could be a possibility in the future, it is critical that decision makers understand two points.

First, the goal of regionalization should not be cost savings but rather service level improvements. A common misconception is that regionalizing will result in significant personnel reductions thus significant cost savings. Regionalization does not normally involve large staff reductions. Cost efficiencies come from the elimination or sharing of redundant and expensive technology such as CAD, 9-1-1 answering equipment, radio consoles/systems and logging recorders, and streamlining networks. The single set of technology and systems found in a regional environment reduces costs associated with procurement, connectivity, and future maintenance/support costs.

Second, in those scenarios where cost savings are achievable, the actual realization of the savings may not occur for many years. The consolidation process can be expensive and can generate substantial start-up and capital costs for facility and technology needs. These costs delay any cost savings.

#### 3.1.1 Situational Awareness

Situation awareness is one of the key benefits of regionalization. The situational awareness benefits that the Counties, City, and Town will gain in a regional center include:

- Awareness of public safety activity regionally rather than a view that is limited to a single jurisdiction or type of service such as police, fire, and EMS.
- The ability to connect seemingly unconnected information by reducing the number of PSAPs or filters that the information must go through.



• The ability to make well informed decisions based on information received firsthand from multiple callers, incident commanders or command officers.

The geographical expanse that is currently covered by the PSAPs is vast, however the populations served by the participating agencies is in total less than 50,000. The reliance on regional partnerships to deliver public services specifically public safety services, is essential to the citizens, visitors, and responders. The presence of multiple PSAPs can cause delayed responses, poor decision making and an increase in miscommunications and/or human error. Much like the "telephone game" of the past, during major incidents the more information must pass through different people, the more distorted it becomes and the longer it takes to achieve the correct incident response. Critical information regarding incident location, injuries, and information relevant to scene and responder safety, takes longer to be disseminated to each PSAP and may or may not be conveyed accurately. The most efficient method of managing a major incident is from a single point of control, a regional center. Scene commanders can communicate updates and requests to a single point of contact. The regional center maintains the larger picture and can meet the requests, anticipate future needs, and line up resources, and recognize the need to move available resources to other parts of the region for coverage purposes.

On a smaller, but no less important scale, situational awareness is critical in the everyday functioning of a PSAP. Examples of the daily benefits of situational awareness in a regional center include:

- Coordination of multi-jurisdictional pursuits is instantaneous when the dispatchers are in the same room and can hear the incident in real time.
- Dissemination of key information to field responders is immediate and can facilitate apprehension of suspects.
- The ability of call-takers and dispatchers to see and hear regional activity, understand how it may impact the areas for which they are responsible and quickly act.

In summary, the situational awareness benefit of regionalization is one that is often discounted in its importance when, in fact, it is critical to establishing the most efficient emergency communications system possible for communities and the agencies a PSAP serves.



## 3.2 Support Staff

The operation of a PSAP is dependent on the skills and knowledge of a dedicated technology support staff. These employees work daily to provision, maintain, and support all the critical technology systems. In the case of the Counties, City and Town, the same employees maintain and support the technology in the field used by the response agencies. These systems include, but are not limited to:

- Computer Aided Dispatch (CAD) System
- Mobile data system (MDS)
- Interfaces
- Law Enforcement Records Management System (RMS)
- Fire RMS
- 9-1-1 answering equipment
- Management information systems (MIS)
- Administrative phone systems
- Radio dispatch console system (RDCS)
- Land Mobile Radio (LMR)
- Microwave systems
- Radio subscriber units
- Logging recorders
- Master clocks
- GIS/Mapping for CAD/RMS/MDS
- Shelter monitoring software
- Personal computers, laptops, tablets and smartphones, and other devices
- Back room servers and storage devices
- Network connectivity
- Network security
- Many more applications, hardware, network components, security profiles, etc.

As a regional initiative moves forward, a critical step in the planning process will be to consider the current support staff and resources to make certain those resources will be made available and assigned to support the newly consolidated operation.

# 3.3 Minimum Staff on Duty

Best practices advocate a minimum of two telecommunicators be on duty always in any PSAP. One person on duty can quickly become overwhelmed by a significant single incident or multiple routine incidents. A single person can only handle one primary dispatch channel or talkgroup that requires constant and unobstructed attention to ensure



responder safety. One person cannot process an incoming emergency phone call while at the same time processing an urgent radio message from a field unit.

Having at least two trained dispatchers on duty is the only way to make certain that a trained employee(s) is available in the dispatch center always. Police officers and other response staff 'sitting in' for the dispatcher while they are on a meal or restroom is not a viable solution as the skill set differs or may not exist.

If the PSAP provides any type of dispatch protocol/scripted query and/or instructions to callers, then more than one employee must be on duty. Relief factors for the employees for routine/required/scheduled breaks require at least two dispatchers around the clock.

## 3.4 Roadblocks to Consolidation

PSAP regionalization is a complex process and one that has the potential for some agencies and stakeholders to see negatively. The concerns commonly raised include the following.

- Loss of Control: Depending on the regional model and organizational structure chosen, law enforcement, fire/EMS agencies that have had call-taking and dispatch staff as part of their organizations must often relinquish control of these employees as they become part of the new organization. Complaint and other personnel investigations and any resulting training or disciplinary actions become the responsibility of the regional center's management.
  - Often, the level of control the regional center has over the responses of the participating agencies is misunderstood. The role of any consolidated center is to implement dispatch plans developed by each individual agency, not to dictate response levels to each agency. For example, a law enforcement agency will still have complete control over the type or nature of the incidents they respond to and the level of that response.
  - While standardization among participating agencies is recommended to the degree possible, each agency is still able to customize its responses to the unique needs of the community it serves. Finally, the PSAP dispatches calls for service according to each agency's dispatch plan, and any dispatch can be overridden by an agency command officer.
  - One of the primary objectives for a regional center is that it is developed as a service-oriented organization. That center's primary responsibility is to provide a level of service that is acceptable to all user agencies.



Although there is always some level of standardization needed the center should have the technology and the tools to provide the level of service required by their stakeholders.

- Costs: Start-up costs or increased operational costs. It is important to understand
  that comparing the cost of current, non-consolidated PSAP operations with that
  of a regional center is not an apples-to-apples comparison. The typical
  emergency communications system that has been in place for many years
  cannot provide the level of service expected by today's technologically savvy
  public. Expectations for a regional center would be that it is equipped with
  modern state-of-the-art technology and there is a cost associated to that.
- Ancillary Duties: The Counties and City must determine how the non-emergency, record-keeping and municipal support types of tasks will be managed if regionalization becomes a reality. This may mean adding tasks to current non-PSAP employees within the entity, hiring new employees or altering the service levels provided. The hiring of staff will affect potential cost savings for the municipality and should be considered when assessing whether to regionalize.
- Community Familiarity: Loss of geographical knowledge of the community and/or personal knowledge of callers and responders. There is no question that PSAP employees often know the local citizens, responders, and geography well. When moving to a regional environment, it is also true that some of this community knowledge may be lost. However, it is important to recognize that some of the employees from the participating PSAPs will likely move over to the regional center, bringing their knowledge with them to share with other employees. In addition, CAD system configuration and mapping software reduces the need for a high-level of local response and geographical knowledge. All current employees received training and gained experience to achieve the level of current community knowledge, just as the goal for a regional center's staff will be to provide acclimation and technical training prior to a consolidation.

# 3.5 Transferring 9-1-1 Callers

Across the country, the 9-1-1 industry effective best practices seek to reduce the transfer of 9-1-1 calls and/or mitigate the impact of transferred 9-1-1 calls. *FE* recommends initiatives designed to reduce the transfer of 9-1-1 calls by examining the potential for consolidating PSAPs into one regional emergency communications model.



Anytime a call is transferred there is a delay in processing that call. More than one PSAP involved in processing the same events also present multiple opportunities for human error which can impact responses. This is not a criticism of the PSAP employees, but an acknowledgement that human error occurs no matter how much training is completed, how well an employee does his or her job or how much care is given. The more hands that touch a phone call, the more opportunity for human error to occur. The elimination of the need to transfer a 9-1-1 caller improves response times, lowers the potential for human or technology errors during the transfer and relieves the caller from the frustration of being transferred and having to provide critical information to multiple people.

## 3.6 Use of Sworn Personnel

The Counties and City have sworn staff overseeing the daily operation and management of their PSAPs. Utilizing civilian staff rather than sworn personnel creates a more developed career path for the operational staff. There is a more limited career path for the operational staff as management positions if sworn personnel commonly hold all the PSAP management positions. Having civilian management staff allows the agency to assign those sworn personnel to divisions other than communications.

## 3.7 Career Ladder

One of the benefits to the employees moving into a larger regional center environment is the additional opportunities and potential for job advancements. Within a larger operation there is a need for additional skill levels both on and off the communications center floor to support the operation. Opportunity exists to implement a multi-level career ladder for the regional center staff.



### 4. Governance

The current governance structure for providing public safety communications services exists within the local government relationships of the two counties, the City, and the Town. The Mono and Inyo Sheriffs' Offices own and operate PSAPs, and the City of Bishop Police owns and operates a PSAP.

The Town of Mammoth Lakes contracts with Mono County to provide 9-1-1 call answering, and police dispatching services. The contract has an automatic annual renewal that has been in effect since 2002. The contracted formula for payment is based on the percentage of workload Mammoth Lakes creates for police calls for service. The contract indicates issue resolution is to be managed between the Sheriff and the Chief; however, the Town reports minimal results or responses to requests for change in the service level. The Mammoth Lakes Fire District is also dispatched by Mono County, but without a contract.

Mono County and all fire protection districts in the county have a mutual aid agreement in effect.

Inyo County provides 9-1-1 answering and dispatching for the entire county except for the City of Bishop Police and Fire.

The present-day governance of the disparate emergency communications centers/public safety answering points (PSAPs) is wholly under the oversight of the individual parent agencies. The exception is the services provided to Mammoth Lakes public safety agencies.

A future potential consolidated center will require the establishment of a formal governance structure that complies with the Emergency Communications Governance Guide for State, Local, Tribal, and Territorial Officials<sup>2</sup>. Decisions and formal commitments will be necessary and memorialized in key areas of organizational structure, support, technology, facility/location, authority, and roles of steward municipalities.

Developing an appropriate governance structure for a consolidated communications center is a critical component to enabling the future center management/administration to effectively manage center resources and provide the best possible service to all user agencies and the community. The development of a governance structure can often be

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https://www.dhs.gov/sites/default/files/publications/2018\_ECD\_SLTT\_Governance\_Guide\_02132019\_FIN\_AL\_508C.pdf

impacted by political and user agency control issues. Therefore, it is important to realize when combining services that the communications manager will need to utilize their center resources to best balance the needs of all user agencies as opposed to a single class of service. While this balance can be easily achieved, the governance structure can positively or negatively impact the ability of the center management to maintain the balance long term.

The consolidation of emergency communications should be a truly collaborative effort between the law enforcement, fire/rescue, medical and emergency management agency heads, and the County, City and Town's decision makers. This effort should ultimately result in the establishment of a communications center that is a full partner with other public safety agencies, rather than a subordinate of those agencies. The business model approach of service provider and customer(s) will result in equal and optimum service to all user agencies.

Many different governance structures are used across the nation and each governance model has positive and negative aspects. However, in *FE*'s experience, the following represents the best fit for Mono and Inyo Counties, the City of Bishop and Town of Mammoth Lakes.

**FE** recommends that the two counties, the City, and the Town develop a joint powers authority (JPA) via an intergovernmental agreement (IGA, Agreement). Under the Joint Exercise of Powers Act (CA Government Code Section 6500, there are two types of JPA provisions 1) allows two or more public agencies to contract to jointly carry out mutual powers, and 2) two or more public agencies to create a separate legal entity.

**FE** recommends that the founding entities (Mono, Inyo, Bishop and Mammoth Lakes) enter a contract to jointly carry out mutual powers for the provision of public safety communications services. This JPA version is focused on the shared services with all legal terms and conditions, administrative acts, debts and liabilities, and obligations, being borne by the individual municipalities.

Should the founding entities prefer to enter a JPA to create a separate legal entity, there are considerations, such as the ability to enter contracts, hold property, or sue; and that the debts, liabilities, and obligations are borne by the JPA and not the municipalities. This type of relationship requires a more formal structure support for the new entity in the way of legal counsel.

The IGA formalizing the contract among the founding entities must define the JPA, detailing the powers of the JPA, and how said powers will be used.



# 4.1 Independent Shared-Service Model

In this model the consolidated communications center is established as an independent shared service regional authority with collaboration and oversight provided equally by the membership consisting of representatives from Inyo and Mono counties, the City of Bishop, and the Town of Mammoth Lakes. This regional authority would have the physical presence and compilation of a Board with decision maker level representatives from each of the four base member entities. Under this model, the Director position would report to the Board. The benefits of this model include:

- The allowance of the Board and Director to have the autonomy necessary to manage resources in the most efficient and effective manner. It should be noted that in any appropriate governance structure the user agencies retain control of field responses. For example, in a consolidated environment the user agencies still determine what units or type of equipment will be dispatched to a specific type of call. Control of the agencies' dispatch and response plans do not and should not revert to the communications center. The communications center uses dispatch protocol and plans developed by each user agency, but do not have the authority to alter it. The autonomy needed by the communications director refers only to the internal protocols, deployment, and management of the communications center staff.
- The creation of a governance structure for the communications center that
  cannot be interpreted as biased or controlled by a single user agency. One
  common complaint heard when a consolidated communications center is placed
  under the direct authority of a single user agency is that the center then favors
  that parent agency and delivers a higher level of service to the parent agency as
  a result.
- The creation of a structure that remains independent of the relationship between law enforcement and fire/rescue. Often when the communications center is a part of either law enforcement, fire, or medical, conflicts between the heads of those agencies can virtually eliminate any forward movement by the communications director for the center. The director and center become a political football bounced between the departments. While current relationships are positive, this structure would protect the center from the impact of negative relationships in the future. Operational direction should be provided by the Board to the Director in an advisory role. The Board should comprise appropriate stakeholder agency representatives such as the two County Administrators, the City and Town



managers, the two Sheriffs and the City and Town's Chiefs of Police and Fire, and medical director(s).

- The leeway of the Director to make personnel and internal policy decisions that are in the best interest of the communications center in a timely manner. Again, policy decisions regarding response plans should always remain under the control of the user agencies.
- The responsibility of the Director to make budget decisions that are in the best interest of the communications center without political influence.
- The ability to provide the public and public safety responders upgraded service levels resulting from an organizational structure that includes separate levels of certification and training requirements for the disciplines of call taking, police dispatching, fire, and EMS dispatching. These general disciplines are then further parsed to include levels of certification from basic through master/tactical.
- The ability to have all operational personnel in physical proximity to each other without any walls or geographical barriers. When all the staff is near each other, they are more accessible and can more easily communicate. Proximity allows staff to maintain a clear picture of overall public safety and situational awareness. This type of communication and overall awareness enables the center staff to provide a higher level of service to the field personnel and to the community.
- The opportunity to improve quality of service, cost efficiencies and operational efficiencies as the outcome of a well planned and executed consolidation.
- The creation of a more efficient deployment of internal and external resources.
   Effective movement of personnel occurs on situational need. Properly planned and executed personnel training and transition increases staff professionalism and can enhance commitment by staff to the organization and served agencies. With adequate staffing, controlled retention and proper training, and a schedule that best fits the needs of the staff and center operations, overtime can be better controlled and reduced.
- The opportunity for a single consolidated center model to be more cost-effective beginning with the facility itself, a single consolidated center over time will be more efficient to maintain than three separate centers or one collocated operation within one facility. Singular systems and streamlined networks will realize service and cost efficiencies as well.



- The opportunities for staff development, coordination and communication, meetings, staff supervision, budget preparation and administration via concentrated efforts are more effective in a well-managed consolidated model. The opportunities for friction among dual staff and management are increased in separate or segregated configurations.
- The role of the board to resolve any disagreement regarding the deployment of communications center resources or service levels.

#### The disadvantages to this model include the following:

- The physical location potentially outside of a served agency's geographical jurisdiction may pose issue with access.
- The cost to create a consolidated center, particularly the facility/space needs, network and technology changes, and human resources.
- The ongoing maintenance of the operation and associated unknown costs.
- The level of commitment required that is not easily terminated.
- A change in elected officials or other decision makers negatively impacting long term investment and planning.

## 4.1.1 Administrative Support

Administrative support such as payroll services and facilities would be provided to the center in a shared services manner by the counties, City and Town. In the development of the necessary intergovernmental agreement, the municipalities would document and agree to provide specific services in exchange for a determined contribution amount. This means that should the four municipalities agree to a funding model that requires each to contribute, then the value of any services provided to the PSAP is considered part of said contribution, thereby reducing the individual municipality's monetary contribution share by the value of the service.

**FE** recommends establishing the in-kind services and adjusting the value for same in the following manner:

• City of Bishop provide the space within their current Police facility for the near term and in the planned new police facility as a long-term plan



- Inyo County provide the payroll, benefits management, and general administrative support services
- Mono County provide the technical support for the transition of networks, systems, and equipment, and for ongoing support post-consolidation

The counties, City and Town, should project/determine and establish in an Intergovernmental Agreement, the value of these services and include said value in the collective budget for the new regional center.

# 4.2 User Groups

Once the planning phase is underway, *FE* recommends the development of User Groups to address any issues, operational and technical, specific to individual agency needs. These groups should have representation from the response level of each served public safety agency. There should also be representation in the User Groups from the contracted EMS service, Symons, and any tribal or volunteer agencies that may not have a voting representation at the Board level. This allows full public safety response and recovery views and inputs across the region.

Based on the agencies served, these User Groups should be aligned with law enforcement, fire/rescue, medical, animal control and emergency management. The size and composition of each group can be determined by the agencies represented. The exchange of information between these groups, the Board and Directors will facilitate improvements to service for responders and citizens. The formation of these advisory groups will allow user agencies to have a positive effect on, and sense of involvement in, the quality of service provided to the citizens and responders.

## 4.3 Governance Model Recommendation

It is **FE**'s experience that a consolidation is truly a collaborative effort on the part of all stakeholders. The communications center, law enforcement, fire and medical, have the same mission; to provide the best possible life saving service to the community. With this mission in mind, it becomes possible for the communications center to be established as a true partner in the public safety community by the relinquishment of daily operational control to a centralized service unit supporting law enforcement, fire, and medical response services. Therefore, **FE** recommends that the two counties, City and Town, establish a consolidated communications center as an independent shared service



organization led by a Board comprised of the public safety agency heads, municipal administrators, and medical director(s).

While this governance model represents a notable change for the user agencies, it provides the structure needed by a future communications center director to manage personnel and resources most effectively. Through the effective balancing of user agency, community, and communications center needs, all will receive the highest level of service possible by the communications center.

A plan will be needed to define and guide the transition from the disparate individually governed PSAPs to a consolidated shared services type governance. The base plan components are the following:

Regardless of the representative governance structure selected, a written agreement and bylaws need to be established to set forth specific authorities and responsibilities. To mitigate concerns about control, ability to address emergency communications requirements and to have issues handled in a fair and equitable manner, an Executive Board should ideally be a cross-functional executive group comprised of high-level stakeholders. An Executive Board is an entity that is responsible for the following:

- Overall strategic direction
- Operational parameters
- Operations-based decision-making
- Policy decisions
- Budget review and recommendations

An Executive Board would include term appointments of the public safety agencies heads, the Counties' Administrators, the City's Manager, the Town's Manager and one at-large appointee to represent the fire protection districts. This configuration allows the served agencies and municipalities to have an appropriate level of control over how services are rendered. The appointment terms would be established in the bylaws supporting an Inter-governmental Agreement (IGA)/Memorandum of Understanding (MOU) executed between the participating municipalities. The Board appointments should be staggered one to two-year terms. This diversity in membership will allow the Board to maintain neutrality and effectiveness through limiting the term periods, limiting service, and ensuring all participants enjoy membership and representation.



## 4.3.1 Supporting Entity

A regional center will require a backbone structure for administrative services (payroll, benefits management and other human resources needs) and support services (budget/finance, legal, risk management and procurement). *FE* recommends establishing Inyo County to provide the payroll and general administrative services through an Intergovernmental Agreement (Agreement).

The Executive Board is the authority under whom the regional center operates, and the Agreement establishes the regional center as serving all participating agencies and municipalities without the perception of allegiance or preferential treatment to the designated supporting entity.

Some of the most important decisions to be made by the participants will be those relative to human resources. Establishing pay and classification, preserving employee seniority, leave, retirement and other benefits are vital to the well-being of the transitioning employees. Decisions regarding these factors must be approached with the goal of keeping the employees whole.

To make certain the transitioning staff are unharmed in the process, *FE* recommends creating a working group of agency representatives and local human resources managers for each participating municipality to converge job descriptions for the entry level trainee telecommunicator, call-taker, dispatcher, trainer, supervisor, and Director. These job descriptions will be the basis for determining eligibility of existing employees for transition and any future new hires.

It is understood that the participants wish to protect their employees. All employees should be afforded the opportunity to transition to the regional center. There will be a need to identify skill sets and abilities to properly place the transitioning employees in the regional operation via an eligibility program and process. Each employee's position must be terminated by the current employing municipality and established (hired) by the regional center. The placement within the new organization (to include pay, classification, benefits) would be determined by the employee's skills and training needs. The collective bargaining agreements should be maintained separately until expiration and/or renegotiation date.

Until such time, and as a requirement for employment, a new single collective bargaining agreement will be established for new hires of the regional center. As the legacy agreements expire, transitioning employees will be added to the new agreement. This



can be achieved by convening the bargaining unit memberships and the participating municipalities to either:

- 1. Determine which of the existing agreements best meets most of the needs of the transitional employees
- 2. Extract the salient and most beneficial/agreeable components of the existing agreements into a single new contract
- 3. Develop a new agreement for the regional center staff that the transitioning employees can elect to join or be allowed to ride out their existing contracts

If allowable, it may be in the best interest of the regional center and Board to begin meeting with the collective bargaining units' representatives as soon as practical to start discussions on how best to protect and serve the transitioning employees.

## 4.3.2 Working Groups

To augment the authority of an Executive Board and to provide operational guidance to a regional center, discipline specific working groups should be formed – one for police service and one for fire services.

The working groups would comprise representatives from each agency served by the regional center. *FE* recommends maintaining a limited number of members per working group to avoid problems with coordination and decision-making processes that can occur in larger groups.

Appointment or assignment to these groups should be determined by agency heads. These groups will provide operational oversight via policy input to the regional center Director via working group liaisons. To promote effective communication, *FE* recommends one liaison per working group. The liaisons should be elected from the group membership for a pre-determined term.

The discipline-specific working groups do not take the place of, or usurp the authority of, the Executive Board. The working groups should contribute to the Board's (and future Director's) control over operational protocols within the structure of the supporting entity's policies.

Any established policies must be approved by the Executive Board and not conflict with existing participating municipalities' policies, except where differences are necessary to



conduct regional communications center operations in the interest of public and responder safety.

#### 4.3.3 Intergovernmental Agreement

All participating municipalities should enter an IGA to establish the Executive Board, including membership, authority, and responsibilities of the Board. The extent to which the Board's procedures (i.e., meetings, planning) are defined in the IGA is up to the parties to the agreement. Process and procedures for the Board can be established in the IGA, but do not need to be. Procedures can be established in a Charter and/or bylaw. If this is the case, the IGA should call for such procedures to be established.

The Board's authority should allow full control over operational protocols within the structure of the supporting participants' policies. Provisions should allow for decision-making authority into the hiring and evaluation processes, and termination where necessary, of the regional center Director. Bylaws can be established to include a budget review process.

The IGA should identify and define the following:

- 1. Date
- 2. Signing participants
- 3. Jurisdictions covered in the agreement
- 4. Mission Statement of need and establishment of a regional communications center
- 5. Description of purpose and services to be provided by a regional communications center to the citizens and served agencies, and strategy for accomplishing regionalization
- 6. Establishment of funding mechanism: capital, transitional and operational
- 7. Statement of how the location of a regional communications center was determined
- 8. Establishment of the Executive Board to include membership, responsibility and authority, and meeting schedule
- 9. Establishment of user groups to provide input to operations
- 10. Reference to authority of the Director



- 11. Development of a transition plan to include operational, structural and technology changes that will occur; the plan should also include how to best educate and attain buy in from the impacted agencies and citizens
- 12. Transitional issues, such as hiring of employees (existing and new) and how employees will be acclimated to the regional center organizationally and operationally
- 13. Description of how other duties, such as non-emergency/administrative calls and monitoring responsibilities, will be handled
- 14. Duration of agreement; withdrawal requirements; admission of new jurisdictions; mediation / arbitration provisions
- 15. Service Level requirements and performance metrics, and solutions/resolutions for meeting/not meeting requirements

**FE** recommends the participating municipalities' attorneys, or a California attorney recommended by CalOES specializing in IGAs, be consulted to craft or review any agreement, especially related to the creation of the Executive Board.

## 4.3.4 Organizational Structure

An appropriate administrative structure and delineation of duties must be created to direct and manage the operational staff toward the goals of the governing body. Whichever governance structure is utilized for a regional center, a gateway or avenue to and from the user agencies and the emergency communications staff must be created.

A complete administrative staff will require developing classification and pay comparable to department head and management level in the entity selected to support the administrative functions of a regional center. For example, if the regional center were to be created as a new County/City/Town department or under the governance of a new authority, the Director position would be classified as a department head.

From the anticipated workload and population of the participating municipalities, the capacity of the center will require at least one management level position (Director) and program support role(s). The following sample organizational chart below is a conceptual diagram for the possible management and operational staff, and respective roles. While variations of this model can be formed, *FE* recommends stakeholders aspire to build the administrative structure in the manner illustrated. Multiple roles may be combined and assigned to one staff member, such as Training and QA, and combined into one position or all technology supported by one administrator.



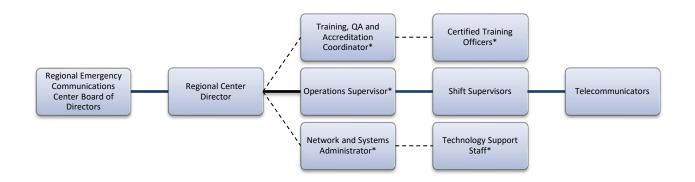


Figure 1 – Sample Regional Center Organizational Chart

\*Note: Again, multiple roles may be combined and assigned to one staff member, such as Training and QA, or all technology supported by one staff member/administrator. Those future projected positions that may not need to be filled at present are marked by dotted line connections in the diagram above.

## 4.3.5 Regional Center Management

To maintain a flow and direction that will allow the regional center to transition into an efficient and effective regional operation, management staff may include the following positions and responsibilities:

- Director with overall responsibility for the regional center, to include budget, personnel, and operations
- Administrative assistant to support PSAP management and assist in managing the flow of administrative paperwork, submissions, document formation, and general records management
- Training and QA Coordinator to manage entry level, remedial and in-service training programs, quality control (QC) program
- Technical Support staff for administration of networks and systems, such as Computer Aided Dispatch (CAD), 9-1-1 telephony, and radio

Once a Director is brought on to work with the Board to plan and implement the regional center, the remaining positions, or roles would be defined and filled as needed.



#### 4.3.6 Policy and Funding Decisions

The oversight/governance board should have full policy and operational oversight authority. The policy transition should begin as staff, or augmented staff, review existing policies and procedures for opportunities to standardize and merge. For those unique agency requirements, separate policies should then be reviewed for opportunities to utilize system functions or automation to accommodate the disparities. For those unique requirements that cannot be accommodated via system or some form of automation, specific detail will be required in policy and training to make certain said policies are adhered to by the regional center staff.

The funding process should flow as the original budget is established via the transition of existing emergency communications budgets and 9-1-1 funds to the coffers of the new consolidated operation to allow it to begin conducting the location and hiring of an Executive Director. The participating municipalities then jointly work through the development of an Intergovernmental Agreement establishing the regional Board, Board make up, roles and responsibilities, and budget authority.

The Board will establish a capital, transition, and operational budget. The capital budget should include any facilities, technology and/or network costs that are start-up, temporary or considered one-time/infrequent costs. The transition budget should include any funding and funding needs for the transition of services from the existing PSAPs to the regional center, such as maintaining continuity of operations by operating PSAPs and the regional center simultaneously, acclimation training and systems training. Note that overtime cost for transitioning staff during the training and cut over periods may best be covered by the existing PSAPs since these transition periods will pre-date the transition of staff from current employment to the regional center.

Human resources, facilities, and technical support infrastructure already in place in the participating municipalities should be utilized in support of the regional center. These relationships should be memorialized in an agreement(s) between the participating municipalities. These agreements should stipulate all terms and conditions, and any service fees and/or in-kind agreement.

As previously noted, the City of Bishop is the logical and preferred location for the consolidated center. The current Bishop Police facility houses a three-console operations room that can be upgraded to accommodate up to four consoles. Also previously noted is the plan by the City to construct a new police facility which could be designed to house a regional center with room for administrative and support services as needed, and future expansion/growth.



## Mono County, California Regional Dispatch Feasibility Study and Implementation Plan

Inyo County has the capacity to provide the payroll, benefits management, and general administrative support for the regional center. Decisions regarding union contracts, salaries, and benefits, should be established and documented early on in an agreement between the counties, City and Town. Human Resources staff/representatives from each municipality should compare the current pay structures and merge, where appropriate. the pay and classification scales in creating a structure that is acceptable to all municipalities and does no harm to the employees that may transition to the regional center. For employees that exceed the pay scale, the decision should be to grandfather them in and allow attrition to rectify the differential over time. The same approach should be made for accommodating changes in benefits packages. The Board, through human resources expert input from the membership, determines what benefits package will be established and supported for the regional center. Employees should then have the choice to transition to the regional plan or remain on their current programs. Any costs excessive of the planned benefits program should be borne by the employee's original employer, where possible. This approach maintains the best practice to leave an employee whole or do no harm. Attrition or renegotiating terms under union contracts should rectify the differential over time.

Mono County should be contracted with by the Board, or offer in-kind services, to provide technical support for the regional center. The current involvement with CalOES and NG9-1-1 planning activities by the Sheriff and the IT Director supporting both Mono County and the Town of Mammoth Lakes, attests to the ability of the County to support the technical needs of the regional center. These technical needs will span the planning, transition and ongoing technical needs for repositioning and streamlining networks, transitioning or replacing/upgrading equipment, systems, and software.



## 5. Organizational Structure and Requirements

## 5.1 Service Level Expectations, Requirements, and Operational Methodology

The three PSAPs operate consistently in answering 9-1-1 calls following NENA call answering standards and in compliance with aligned CalOES standards. The difference in operational methodology exists only in the dispatch of public safety response agencies. These differences are predicated on the geographical coverage areas of the agencies. For example, the Town of Bishop dispatches in a broadcast format for police response and the Counties dispatch directly by assigning deputy response. All agencies dispatch fire and medical responses consistently.

In a regional center, the efforts to standardize call taking and dispatching methodologies should include the following:

- Identifying what differences can be accommodated within the call taking equipment and the CAD system
- Establishing policies, procedures, and protocols, as appropriate, for those unique requirements of the agencies that cannot be accommodated in the call taking equipment or CAD system
- Developing training material and program content to include how unique requirements by agency are to be handled

## 5.2 Call Volume/Workload and Staffing Requirements

The information in this section includes those public safety agencies dispatched by the three PSAPs. It also includes statistical information for incoming phone calls and CAD events that are processed by each PSAP.

## 5.3 PSAP Overview

## 5.3.1 City of Bishop PSAP

The City of Bishop primary PSAP is a division of the City of Bishop Police Department. The PSAP is located within the Police Department headquarters at 207 West Line Street, Bishop, CA.



## 5.3.2 Inyo County PSAP

The Inyo County primary PSAP is a division of the Inyo County Sheriff's Office. The PSAP is located within the Sheriff's Office facility at 550 South Clay Street, Independence, CA.

## 5.3.3 Mono County PSAP

The Mono County primary PSAP is a division of the Mono County Sheriff's Office. The PSAP is located within the Sheriff's Office facility at 25 Emigrant Street, Bridgeport, CA.

The organizational structure for all three PSAPs is entirely within the municipal public safety services of the Counties and City. All three PSAPs are part of the operations of the Sheriff and Police departments in each municipality and are overseen by sworn personnel. The Bishop PD and Inyo County SO PSAPs have an all-civilian staff while the Mono County PSAP has Public Safety Officers who are dually trained in both corrections and dispatch.

## 5.4 Union/Collective Bargaining Unit

The Bishop PSAP staff belong to the City of Bishop Police Officers Association, the Inyo PSAP staff is part of Inyo County Employee's Association (ICEA) [AFSCME Local 315] and the Mono Public Safety Officers belong to the Public Safety Officers Association. All three organizations have associated MOUs with their respective jurisdictions.

## 5.5 Population

According to the US Census Bureau 2019 estimates estimated the following populations are served by the three existing PSAPs:

- City of Bishop 3,747
- Inyo County 18,039
- Mammoth Lakes 8,235
- Mono County 14,444

Note that the County population numbers include the populations of the respective City and Town. Therefore, the population served by a regional center would be 32,483.



## 5.6 Operational Methodology

The PSAPs each perform the workflow process by answering emergency and nonemergency phone calls, entering calls requiring a response into a CAD system, then dispatching the appropriate public safety agency. Since all the PSAPs are small, minimum staffing is either one or two people per shift. Each PSAP operates in a vertical dispatching mode meaning that the person answering the phone is typically the same person dispatching the required agency or units.

## 5.7 Dispatched Agencies

The PSAPs answer and process 9-1-1 and ten-digit emergency and non-emergency calls for the following agencies.

Table 1 – Bishop PSAP Dispatched Agencies

Bishop PSAP
Bishop Police Department
Bishop Fire Department
Aspendell Fire Department
Symons Ambulance Service

Bishop Fire Department is a volunteer agency with a paid Chief. They are also in the process of placing a non-transport ambulance in service.

Table 2 – Inyo PSAP Dispatched Agencies

Inyo PSAP
Inyo County Sheriff's Office
Big Pine Fire Department
Independence Fire Department
Lone Pine Fire Department
Olancha Fire Department
Tecopa Fire Department



Inyo County also dispatches the Inyo County Animal Control, and the Coroner.

For EMS calls, the local fire department ambulance is initially dispatched and if ALS assistance is needed, it is requested by the local agency. The Olancha FD has a paramedic and the Lone Pine FD has advanced EMTs and a part-time paramedic. Inyo also calls and uses Symons Ambulance out of Bishop for ALS support.

Table 3 – Mono PSAP Dispatched Agencies

Mono PSAP
Mono County Sheriff's Office
Mammoth Lakes Police Department
Mono County EMS
Antelope Fire Department
Bridgeport Fire Department
Chalfant Valley Fire Department
Mono City Fire Department
Lee Vining Fire Department
June Lake Fire Department
Long Valley Fire Department
Mammoth Lakes Fire Department
Paradise Fire Department
Wheeler Fire Department
White Mountain Fire Department
Marine Corps MWTC Fire and EMS

Mono County also dispatches Mono County Animal Control, Code Enforcement, Search and Rescue, and the Coroner.

All three of the PSAPs communicate and work with other Federal and State agencies such as, but not limited to, California Highway Patrol, CAL FIRE, State Parks, Bureau of Land Management, and National Forest Service.



## 5.8 Statistics

The following statistics were provided by the PSAPs for the years 2016 through 2019.

## 5.8.1 Telephone Statistics

Tables 4, 5, 6, and 7 show the three PSAPs current telephone call volume as reported for the years 2016 through 2019. This includes total 9-1-1 calls, ten-digit emergency and non-emergency phone calls, and outgoing phone calls.

Table 4 - Total 9-1-1 Calls

Total 9-1-1						
	2016 2017 2018 2019 Av					
Bishop PSAP	2,386	2,792	2,942	2,920	2,760	
Inyo PSAP	4,689	5,314	4,878	4,375	4,814	
Mono PSAP	5,633	7,289	7,381	7,495	6,950	
Total	12,708	15,395	15,201	14,790	14,524	

Table 5 – Ten-digit Emergency and Non-Emergency Phone Calls

10-Digit Emergency and Non-Emergency							
	2016 2017 2018 2019 Average						
Bishop PSAP	2,665	361	13,398	12,854	7,320		
Inyo PSAP	30,176	31,355	29,351	24,822	28,926		
Mono PSAP	22,487	22,487 23,408 21,663 18,486 2					
Total	55,328	55,124	64,412	56,162	57,757		

Table 6 – Outgoing Phone Calls

Outgoing Calls							
	2016 2017 2018 2019 Averag						
Bishop PSAP	1,374	976	9,012	7,576	4,735		
Inyo PSAP	7,933	6,872	6,486	7,061	7,088		
Mono SAP	13,490	13,490 13,870 13,538 14,384					
Total	22,797	21,718	29,036	29,021	25,644		



Table 7 – All Telephone Calls

All Calls							
	2016 2017 2018 2019 Avera						
Bishop PSAP	6,425	4,129	25,352	23,350	14,814		
Inyo PSAP	42,798	43,541	40,715	36,258	40,828		
Mono PSAP	41,610	44,567	42,582	40,365	42,281		
Total	90,833	92,237	108,649	99,973	97,923		

The busy month in 2019 for the Bishop and Inyo PSAPs was July. For Mono County, the busy month was August.

#### 5.8.2 CAD Statistics

Tables 8, 9, 10, and 11 provides a breakdown of CAD events based on fire, EMS, law enforcement, the total events handled by the Emergency Communications Centers (ECC). The total number of CAD events is the number expected to be processed by a consolidated ECC.

Table 8 – Law Enforcement Incidents

Law Enforcement Incidents							
	2016 2017 2018 2019 Average						
Bishop PSAP	12,362	18,386	16,238	10,760	14,437		
Inyo PSAP	12,210	12,210 11,593 11,198 11,971					
Mono PSAP	10,598 11,148 11,331 10,164 1						
Total	35,170	41,127	38,767	32,895	36,990		

Table 9 - Fire Incidents

Fire Incidents							
	2016 2017 2018 2019 Averag						
Bishop PSAP	203	204	262	301	243		
Inyo PSAP	29	16	11	14	18		
Mono PSAP	1,541	1,909	1,578	1,666	1,674		
Total	1,773	2,129	1,851	1,981	1,935		



Table 10 – EMS Incidents

EMS Incidents								
	2016	2016 2017 2018 2019 Averag						
Bishop PSAP	1,225	1,266	1,322	1,216	1,257			
Inyo PSAP	877	816	775	732	800			
Mono PSAP	1,619	1,619 1,665 1,531 1,444						
Total	3,721	3,747	3,628	3,392	3,622			

Table 11 - Total Incidents

Total Incidents							
	2016 2017 2018 2019 Ave						
Bishop PSAP	13,790	19,856	17,822	12,277	15,936		
Inyo PSAP	13,116	12,425	11,984	12,717	12,561		
Mono PSAP	13,758	13,758 14,722 14,440 13,274			14,049		
Total	40,664	47,003	44,246	38,268	42,545		

#### 5.8.3 Service Levels

All three centers are primary PSAPs meaning that all wireline and wireless calls are routed directly to those centers. Each of the PSAPs dispatch police, fire, and emergency medical services. None of the PSAPs reported any significant routing issues with either wireline or wireless calls.

Non-emergency public safety calls are processed by each PSAP to determine the following:

- If a public safety response is needed
- If the caller needs to be routed, transferred, or referred to another number for other department or municipal service, or to another PSAP
- If information is needed by the caller that the answering PSAP can provide

Inbound and outbound administrative calls are taken and made by the PSAPs' staff in support of the emergency call-taking and dispatching functions, such as information about municipal or department services, contacting a tow service, municipal services and/or a utility for emergency response.



Dispatched events are those events documented in CAD from calls received from 9-1-1, emergency and non-emergency lines, or conveyed via officer/unit-initiated activities. These events are documented to track workload and maintain a record of the service provision. Generally, an event record in CAD contains the following at a minimum:

- Event type
- Location
- Complainant's name and phone number
- Description of the event to include what occurred, suspect information, direction of travel
- Other notes/narrative

#### 5.9 Observations

During observation in all three PSAPs the workflow process observed included the expected steps of answering emergency lines as a priority, querying the caller to determine the type of response needed, entering the information into the CAD system and relaying information as appropriate to the response agencies. Radio traffic (law enforcement, fire, EMS) was light to moderate during the observation periods at each of the PSAPs. The staff at all three centers were expedient and concise in dispatching responders.

## 5.9.1 Bishop PSAP

The Bishop PSAP is located within the Police Department in a secured area. There is a window for communication with the public who walk in and the Dispatcher is the first contact to the public when they come into the building. The PSAP has two positions equipped with critical technology such as CAD, 9-1-1 answering equipment and radio dispatch console equipment. A desk in the corner of the center is used when an officer comes in to cover for the dispatcher. The technology at this position has been simplified for their use. The PSAP was completely renovated approximately three years ago. The center size is approximately 255 square feet.

The Russ Bassett system furniture installed in 2008 is capable of sit-to-stand and has environmental features.



The facility has an emergency generator that provides back-up power. The equipment room is grounded, has overhead cabling, and is climate controlled. Neither the PSAP nor equipment room has raised flooring.

Mobile radios with power packs and portable radios are in the PSAP for back-up communications.

## 5.9.2 Inyo County PSAP

The Inyo County PSAP is located inside the jail so that the dispatchers have access to the secondary jail control system. They also have access to view various areas of the jail through windows and various facility video camera feeds. The dispatchers have no primary jailer responsibilities. The dispatchers are responsible for monitoring and operating facility gates one and two.

The PSAP has two positions equipped with all critical technology including CAD, 9-1-1 answering equipment and radio dispatch equipment. The PSAP is approximately 600 square feet.

The facility has a diesel-powered Onan Genset 150 KVA emergency generator that is tested each week on an automated schedule. The equipment room is grounded, has overhead and under floor cabling, and is climate controlled. The PSAP and the equipment room have raised flooring and fire protection. Access is controlled via key card.

The PSAP has mobile radios with power packs and portable radios for back-up communications.

## 5.9.3 Mono County PSAP

The Mono County PSAP is located inside the jail facility and shares the same workspace as the jail control room. The public safety officers are the primary operators for the jail control system. They also have access to view various areas of the jail through windows and various facility video camera feeds. The officers assigned to dispatch are responsible to monitoring officers working the jail and operating the access control equipment.

The PSAP has three positions equipped with all critical technology including CAD, 9-1-1 answering equipment and radio dispatch equipment. The PSAP size is approximately 600 square feet. The Linak system furniture was installed in 2014 and is capable of sit-to-stand functionality and has environmental features.



The facility has a new 150kw propane emergency generator that is tested each week on an automated schedule. The equipment room is grounded, has overhead cabling, and is climate controlled. Neither the PSAP nor the equipment room has raised flooring, and both are protected by an Inergen inert gas fire protection system. Access is via escort only.

## 5.10 Staffing / Scheduling

The following sections provide current information regarding the PSAP supervision, staffing, employees, and scheduling environment.

## 5.10.1 Supervision

All PSAPs fall within the Police Department or Sheriff's Office making the Police Chief or the Sheriffs the leader of the divisions. The Sheriff's Offices have dedicated sworn personnel who oversee and manage the daily operations of the communication centers and the City center is overseen by the Support Services Manager. The City also has a Lead Dispatcher position and Mono County has two Shift Supervisors, a Dispatch Lieutenant, and a Dispatch Sergeant.

## 5.10.2 Current Employees<sup>3</sup>

Tables 12, 13, 14, and 15 provide the number of authorized and current employees for all the PSAPs. This list includes the number of full-time and part-time civilian employees.

Table 12 – Bishop PSAP Employees

Current Employees - Bishop PSAP								
PSAP	Authorized Employees - Full Time	Employees Employees Employees Emplo						
Dispatchers	5	0	5	0				
Total	5	0	5	0				

<sup>&</sup>lt;sup>3</sup> As with any agency, the exact number of employees fluctuates continuously with hiring and attrition.



Table 13 - Inyo PSAP Employees

Current Employees - Inyo ECC							
PSAP	Authorized Employees Employees - Full Time - Part Time - Full Time - Part Time - Full Time - Part Time						
Telecommunicators	6 1 6						
Total	6	6 0 6 0					

Table 14 – Mono PSAP Employees

Current Employees - Mono ECC					
PSAP	Authorized Employees Employees - Full Time - Part Time - Full Time - Part Time - Full Time - Part Time				
Shift Supervisors	2	0	2	0	
Public Safety Officers 8 0 6 0					
Total	10	0	8	0	

Mono County Public Safety Officers staff the combined PSAP and Jail Control Room. These employees are dual trained in both custody/corrections and dispatch. In addition to the typical dispatch tasks, the Officers supervise prisoner conduct, perform inmate booking and screening, and assist with the transportation of prisoners. There are three Officers on duty; two will have primary dispatch tasks and the other handles the jail tasks.

Table 15 – All PSAP Employees

Current Employees - All ECCs						
PSAP	Authorized Employees Employees - Full Time - Part Time - Full Time - Part Time					
Shift Supervisors	2	0	2	0		
Dispatchers / Public Safety Officers	19	1	17	0		
Total	21	0	19	0		



#### 5.10.3 Shifts

Employees assigned to the Bishop PSAP work twelve-hour shifts with shift changes at 06:00 and 18:00 hours. There is also a swing shift for the busier hours when the schedule permits.

Employees assigned to the Inyo PSAP work twelve-hours shifts with shift changes at 06:00 and 18:00 hours.

Employees assigned to the Mono PSAP work twelve-hour shifts with shift changes occurring at 06:30 and 18:30 hours. The Officers normally rotate positions every four hours to maintain proficiency in all functions of dispatch and control room.

## 5.10.4 Minimum Staffing

Minimum staffing at the Bishop and Inyo PSAPs is one dispatcher. Typical staffing is two dispatchers during the busier hours of the day and one dispatcher overnight.

Minimum staffing at the Mono PSAP is three officers, two assigned to dispatch and one to jailer duties, with assistance provided to each side as circumstance require. When at full staffing, four officers are on duty, two assigned to dispatch and two to jailer duties.

## 5.11 Staffing Model

To provide efficient service to the public and local emergency services, PSAPs must always maintain an adequate number of qualified staff on duty. When this does not occur, service quality can diminish and the short and long-term effects on employees often lead to staffing shortages, overworked personnel, increased attrition, increased complaints from citizens and response agencies, and a reduced level of confidence in the PSAP's operations.

The staffing needs of a 24/7 public safety communication operation require constant monitoring of the workload and staffing assignments to maximize coverage across all shifts. It is rare that a set number of staff is on duty at any given time. The work hours and assigned positions per shift are based on need, skill sets, experience, and call volume. PSAP management and supervisory staff are responsible for monitoring these factors and assigning staff accordingly.



## 5.11.1 Call-Taking

Call volume is the prime factor in determining the number of trunks, workstations and call taking positions needed to handle a PSAP's projected call-taking workload. Of equal importance in determining the number of staff, is the standards by which an agency complies with in call answering. The NENA standard is to answer 90% of 9-1-1 calls within 15 seconds. The NFPA standard, used by the Insurance Services Office (ISO), is to answer 95% of calls on emergency lines within 15 seconds.

The first step in estimating staffing levels is to estimate the total telephone call volume the PSAP will handle, including both 9-1-1, ten-digit emergency and non-emergency phone calls. To determine these statistics, *FE* used the reported 2019 incoming total call volumes submitted by the PSAPs. This includes incoming 9-1-1 calls, ten-digit emergency and non-emergency phone calls and total outgoing phone calls.

The combined 9-1-1 call volume for the three PSAPs for 2019 was 14,790, the combined average ten-digit emergency and non-emergency call volume was 56,162 and the total outgoing calls were 29,021. The total average call volume, including all 9-1-1, ten-digit phone calls, and outgoing calls for all three PSAPs for 2019 was 99,973.

All Calls 2016 2017 2018 2019 Average Bishop ECC 6,425 4,129 25,352 23,350 14,814 36,258 40,828 Inyo ECC 42,798 43,541 40,715 Mono ECC 41,610 44,567 42,582 40,365 42,281 Total 90,833 92,237 108,649 99,973 97,923

Table 16 – All Telephone Calls

The next step is calculating the number of call-taker positions requiring 24/7 staff to manage the total call volume expected for a consolidated center. Table 17 reflects the monthly and per-hour estimated call volume determined by the busy month from the 2019 annual statistics by hour supplied to *FE*. All the PSAPs provided hourly call volumes for 2019 and that data was used to determine the combined busy hour estimates. The busy month was determined to be the month of July.

Table 17 also highlights the slowest and busiest hours in a 24-hour period in an hourly table. *FE* arrived at the number of call-taker positions listed in the hourly table by using



an Erlang C calculator. The Erlang C calculator is a traffic model tool developed in the 1970s by telephone companies to project the number of operators needed to handle specified call volume. This tool is the foundation of the current 9-1-1 industry staffing standards and tools available through APCO and NENA. The calculator is enhanced by 9-1-1 industry and individual PSAP data to form a methodology that projects how many full-time equivalent (FTE) staff are needed to process calls. Note that only call-taking positions and number of call-takers are all that these staffing tools can accurately project.

Other positions that may assist in call-taking, such as dispatchers or supervisor, create an overlap in the number of positions and FTEs needed to handle a reported workload. Other impacts come from over reporting call statistics or transitioning of some call-taking duties for non-emergency calls when determining what calls should be answered in a consolidated center and which should be handled by an agency, such as a desk sergeant or records clerk. *FE* recommends that these initial calculations be used for decision making, and frequent review/re-calculations be performed during the planning phase of consolidation to validate the appropriate number of call-takers needed post cutover.

The following best practice and current PSAP call performance standards are the metrics used to align the calculations up with the PSAP workload:

- Service level objective of 90% percent calls within 15 seconds or less
- Average talk time of 90 seconds
- Average after-call wrap up time of 45 seconds

Table 17 – Hourly Incoming Call Volume Distribution and Call-taker Count

Hourly – Call-Taker Count					
Hour	Per Hour for Month	% per Hour	Call Takers Needed		
0:00	5.3	2.29%	1		
1:00	3.6	1.58%	1		
2:00	4.3	1.87%	1		
3:00	2.7	1.19%	1		
4:00	3.1	1.35%	1		
5:00	3.2	1.40%	1		
6:00	6.0	2.61%	1		
7:00	7.0	3.04%	1		
8:00	12.3	5.32%	2		



Hourly – Call-Taker Count				
Hour	Per Hour for Month	% per Hour	Call Takers Needed	
9:00	12.0	5.19%	2	
10:00	14.6	6.32%	2	
11:00	14.4	6.24%	2	
12:00	14.0	6.07%	2	
13:00	14.2	6.12%	2	
14:00	13.3	5.73%	2	
15:00	13.0	5.61%	2	
16:00	15.3	6.60%	2	
17:00	14.8	6.39%	2	
18:00	10.7	4.62%	2	
19:00	10.3	4.44%	2	
20:00	10.8	4.66%	2	
21:00	9.6	4.16%	1	
22:00	9.7	4.20%	1	
23:00	7.0	3.03%	1	
TOTAL	231.2	100.00%	1.54	

When reviewing the anticipated slowest and busiest hours it is difficult to recommend a horizonal operational model of dedicated call taking positions for a consolidated model. For this reason, *FE* is recommending a vertical operation model where there are no dedicated call-takers on duty. The task of answering phones would be shared by all staff on duty. The only time dedicated call-takers would be staffed are for periods of anticipated high call volume such as weather or other special events.

## 5.11.2 Dispatching

The next step in estimating staffing is determining the number of dispatch positions requiring staff 24/7. Currently, there is no nationally recognized calculation/formula to determine the number of dispatchers needed based on workload. However, if congestion is an issue, radio traffic/usage studies can be conducted to determine the level of use or available airtime of a talkgroup or channel to make certain they are not too busy. This type of study can assist a PSAP in determining the number of channels needed to support operations but does not directly provide the number of dispatchers needed to staff the required channels.



## Mono County, California Regional Dispatch Feasibility Study and Implementation Plan

While there is no scientific method to calculate the number of needed dispatch positions based on the number of incidents or CAD events, **FE** uses a combination of reported CAD events and number of primary dispatch channels currently in use. This information is collected and reviewed along with the other types of criteria listed below when estimating dispatch workstation numbers.

To maximize the efficiencies gained by combining the dispatch of various agencies, each existing dispatch position should be reviewed to see if combining some of the agencies on to the same primary dispatch channel makes sense. If a single primary dispatch channel is not feasible, then reducing the number of primary dispatch channels to the lowest number possible may be the goal.

Based on the call volume, reported, and observed workload, *FE* recommends maintaining two combined call-taker and dispatcher positions around the clock. During higher call volume periods, or special events, *FE* recommends adding a third call-taker/dispatcher position.

- FE recommends combining agencies onto the same primary dispatch talkgroup, thought should be given to whether the combination makes sense from a geographical and radio coverage perspective. Agencies that share geographical borders often already assist each other on a routine basis. Therefore, combining talkgroups may be beneficial and potentially more efficient for the communications center and provide a higher level of situational awareness for the participating agencies.
- Assignment of multiple primary dispatch talkgroups It is a recommended best practice to not assign multiple primary dispatch talkgroups to a single dispatcher.
   A single dispatcher should not be expected to manage more than one emergency event on one channel/talkgroup.
- The use of current technology Technology such as mobile data and Automatic Vehicle Location (AVL), should be used to the greatest extent possible to help reduce radio traffic. The exception is for officer location during a dispatch or officer-initiated event or action as the safety of the officer(s) may be negatively impacted.
- Tactical or operational talkgroups and channels The use of tactical or operational talkgroups and channels is common in fire and law enforcement communications to properly manage event communications, operations, and incident management. A dispatcher should be assigned to monitor and support



field personnel during active structure related, multi-unit incidents and special operations.

The following table illustrates the number and type of physical workstations and operational assignments needed for the recommended multi-agency consolidated center. The minimum number of required positions is seven, as shown in Table 18 below.

**Dispatch Positions – Consolidated** Radio 9-1-1 # **Position Type Dispatch** CAD CPE Console Supervisor/Call-Taker 1 Yes Yes Yes Yes 2 Law/Call-Taker Yes Yes 3 Fire/EMS/Call-Taker Yes Yes Yes 4 Call-Taker/Overflow/Training Yes Yes Yes

Table 18 – Dispatcher Workstation Distribution

It is important to understand that the above workstation distribution table is conceptual. Multiple options exist for the actual configuration or operational and work distribution for a consolidated communications center. Such options are examined during the implementation planning process and a final workflow and operational model are put in place. However, to estimate staffing needs and personnel costs, the *FE* team developed the above model based on our knowledge and experience with multi-agency consolidated center operations.

The following explains the rationale behind the workstation configuration in Table 18:

It is **FE**'s recommendation that all positions be equipped with the same critical technology for CAD, 9-1-1 answering equipment and radio dispatch consoles. This allows any PSAP function, call-taking, or dispatching, to be conducted at any position in the PSAP. This allows decision makers to easily change operational assignments as needed.

All staff would be cross trained for all job functions. While daily job function assignments would change, any employee could be utilized at any position. This methodology makes certain a higher level of efficiency and lower overtime costs. The ability to cross train all staff is a benefit of a PSAP this size. As PSAPs grow and become more complex there is a need to split job functions by specialty; dispatcher and call-taker. While this structure works well, it does add a layer of complexity to scheduling and training. However, cross trained employees ease the task for the scheduler when looking for staff to fill the



schedule and for supervisors who need to reconfigure the operations floor and/or staff additional positions based on a fluctuating workload.

Currently none of the existing PSAPs have the required room, positions, and equipment necessary to function as a consolidated center. However, the City of Bishop facility can be reconfigured to accommodate three fully equipped positions and therefore the workload of the combined three PSAPs. *FE* recommends planning to house the regional center in the Bishop facility with the goal of transitioning to the planned new Bishop Police facility in the future. This future PSAP location should be designed to accommodate a minimum of four fully equipped console positions with room to add at one position for expansion or growth as a long-term goal.

## 5.11.3 Staffing Recommendation Methodology

**FE** uses the Association of Public-Safety Communications Officials (APCO) Project "Responsive Efforts to Address Integral Staffing Needs" (RETAINS) criteria to determine the number of employees required to staff the projected number of workstations. The following steps, data application and calculations, are performed in accordance with the RETAINS guidance.

The annual number of work hours per employee working twelve-hour shifts is 2,184. The formula begins by subtracting the reported standard leave such as vacation, personal, training, and sick time, to arrive at the total available work hours per employee. The total number of annual work hours in this study is 1,763 hours per employee, based on the following average human resources criteria. These average numbers are based on *FE*'s experience working with similar sized PSAPs and completing similar consolidation study reports.

- Vacation, compensation, and holiday time 120 hours
- Sick 80 hours
- Personal leave 36 hours
- Training 24 hours
- Other 0 hours

To arrive at the recommended model, the final number of employees required to cover call-taking functions is added to the number required for dispatch functions and any required dedicated supervisor positions to determine the total required number of PSAP staff. As previously indicated, based on estimated hourly call volume *FE* recommends a



vertical operational model without dedicated call taking positions except for special circumstances such as expected weather events or other anticipated high levels of call volume.

## 5.11.4 Recommended Staffing Model

Table 19 provides the personnel count for a multi-agency consolidated communications center to incorporate the three existing PSAPs from the three participating jurisdictions based on the estimates and assumptions included in the previous sections. Consideration and scaling of the projected number of FTEs includes understanding that the Shift Supervisors will perform call taking and dispatch duties as needed, and the call-taker and dispatcher functions will be shared by the on-duty staff.

Table 19 – Consolidated PSAP Employees

Consolidated PSAP Employees				
Position Title Total Number of Employees				
Shift Supervisors	3			
Telecommunicators 10				
Total PSAP Staff 13				

The above model assumes the following:

- 12-hour shifts.
- Vertical operational model with no dedicated call-takers.
- One primary fire/EMS dispatch position 24/7. When not operating any significant active incident, this dispatcher would be the first to answer emergency phone calls.
- Dedicated Shift Supervisors who would be tasked with call-taking responsibilities and would be second in line to answer calls if the fire/EMS dispatcher is busy.
- Two primary law enforcement dispatch channels used for assisting in answering phone calls.



 This table does not include any management, administrative or support staff. The need and number of these additional positions are discussed in the Support Staff and Function Descriptions/Titles sections of this report.

Based on Erlang C calculations and the RETAINS formula, the minimum projected communications staff needed in the consolidated center is 19, however the known workload and the overlap of call taking and dispatching duties between the Supervisor and call-takers/dispatchers reduces this number to 13. *FE* calculated this minimum projection, using the reported 9-1-1, administrative/ non-emergency call volume and required number of primary dispatch positions. It is important to remember these positions are listed here more as functions and not necessarily as employee trained skills (e.g., Fire/EMS and PD dispatcher). Cross training in both call-taking and dispatching is required to achieve full complement of staff and to meet industry standards in the processing of the calls and overall workload. See Table 20 below.

Table 20 – Recommended Staffing by Hour of the Day

Hourly - Recommended Staffing					
Hour	Per Hour for Month	% per Hour	Dispatch Needed	Supv. Needed	Total Positions
0:00	5.3	2.29%	2	1	3
1:00	3.6	1.58%	1	1	2
2:00	4.3	1.87%	1	1	2
3:00	2.7	1.19%	1	1	2
4:00	3.1	1.35%	1	1	2
5:00	3.2	1.40%	1	1	2
6:00	6.0	2.61%	2	1	3
7:00	7.0	3.04%	2	1	3
8:00	12.3	5.32%	2	1	3
9:00	12.0	5.19%	2	1	3
10:00	14.6	6.32%	2	1	3
11:00	14.4	6.24%	2	1	3
12:00	14.0	6.07%	2	1	3
13:00	14.2	6.12%	2	1	3
14:00	13.3	5.73%	2	1	3
15:00	13.0	5.61%	2	1	3
16:00	15.3	6.60%	2	1	3
17:00	14.8	6.39%	2	1	3



	Hourly - Recommended Staffing					
Hour	Per Hour for Month	% per Hour	Dispatch Needed	Supv. Needed	Total Positions	
18:00	10.7	4.62%	2	1	3	
19:00	10.3	4.44%	2	1	3	
20:00	10.8	4.66%	2	1	3	
21:00	9.6	4.16%	2	1	3	
22:00	9.7	4.20%	2	1	3	
23:00	7.0	3.03%	2	1	3	
TOTAL	231.2	100.00%	2.00	1.00	3.00	

Note that these projections do not include administrative and any required support/maintenance positions, such as training, QA, systems administrator(s) or support for CAD, telephone, and radio. The Director and supervisory staff will be tasked with addressing these needs and will work with the Board and the support staff of the counties, City, and Town public safety agencies to establish programs or support as appropriate. While completely cross-trained dispatchers are desired, projected minimum certified staff is provided as guidance toward meeting call volume and dispatching needs.

The staffing projections represent the number of full time equivalent (FTE) employees needed to staff, at a minimum, two call taking/dispatch positions and one supervisor position during all periods of the day. Between the hours of midnight and 6:00AM the workload indicates only one call-taker/dispatch and one Supervisor is needed.

A re-evaluation of available statistical call volume and data should be performed every three to six months during the planning and implementation phases of a business model change project to validate accuracy in staffing projections. Annual audits and calculations should be performed toward tracking with workload fluctuations and to provide support/justification during budget planning when additional staff are needed.

## 5.11.5 Current Salary Ranges

The following tables depict the current salary ranges for three participating PSAP dispatcher employees.



Table 21 – Bishop Current Salary Ranges

Current Salary Ranges – Bishop				
Position Low - Annual High - Annual Average				
Dispatcher	\$59,280.00	\$61,020.00	\$60,150.00	

Table 22 - Inyo Current Salary Ranges

Current Salary Ranges – Inyo					
Position Low - Annual High - Annual Average					
Dispatcher \$36,324.00 \$58,956.00 \$47,640.00					

Table 23 – Mono Current Salary Ranges

Current Salary Ranges – Mono				
Position Low - Annual High - Annual Average				
Public Safety Officers \$45,600.00 \$80,000.00 \$62,800.00				

**FE** recommends establishing a median salary range for the regional center based on the average ranges from the Bishop and Inyo PSAPs. The Mono ranges are not recommended for use as they represent salary ranges for the combined custody/dispatch positions of the Mono PSAP. The following table depicts what the low, high, and average may be:

Table 24 – Regional Center Salary Ranges

Potential Salary Ranges					
Position Low - Annual High - Annual Average					
Public Safety Officers \$47,640.00 \$60,150.00 \$53,895.00					

As previously noted, all transitioning employees should be kept whole, if/when possible. To do so, any employee that exceeds the established range, should be grandfathered in. The pay and classification for the regional center Supervisors and call-takers/dispatchers should be determined by the human resource departments of the participating municipalities and adopted by the regional center Board. The Supervisors specific salary range should be comparable to the level of Police Sergeant, or Police or Fire Lieutenant or Battalion Chief. The Director's salary should be commensurate with that of a County, City or Town department head, and be established by the regional Board.



#### 5.11.6 Support Staff

The operation of a consolidated public safety communications center is dependent on the skills and knowledge of a dedicated staff including those that support the technology. These employees work daily to provision, maintain, and support the critical technology systems installed in the communications center. In many cases, the same employees maintain and support the technology in the field used by the stakeholder agencies.

The systems include, but are not limited to:

- Computer Aided Dispatch (CAD) System
- Mobile Data System (MDS)
- Interfaces
- Law Enforcement Records Management System (LERMS)
- 9-1-1 answering equipment
- Radio Dispatch Console System (RDCS)
- Land Mobile Radio (LMR)
- Microwave systems
- Radio subscriber units
- Logging recorders
- Master clocks
- GIS/Mapping for CAD/RMS/MDS
- Many more applications, hardware, network components, security profiles, etc.

**FE** recommends utilizing the Mono County IT department to provide the necessary critical technical support for the regional center. To that, there will need to be dedicated and engaged technical support staff contributing to the planning, implementation, and post-cutover to a consolidated center. The technical planning activities should include technical support staff from each of the participating agencies, with the goal of establishing the Mono County IT department in the ongoing support role for the regional center post go-live. Dedicated redundant and overlapping skill sets should be available to the consolidated center 24/7. These dedicated resources should be accountable to the consolidated center management. Annual resource allocation review should be



performed to determine if and where additional technical support resources are needed. Quantifiable data will assist in justifying budget changes for these resources.

Determining external technical support costs will require identifying an appropriate level of vendor support needed for planning and transition, specifically from the major systems vendors Sun Ridge Systems, Vesta Solutions, the future radio console, and the logging recorder vendors.

The planning activities must include quantifying workload and associated cost of providing technical support to 9-1-1 to make certain that support is appropriate for a consolidated center. In projecting IT support needs for a consolidated center, one must include identifying costs of expanding skill sets and staff to accommodate changes in technology and technical support staff attrition.

#### 5.11.7 Function Descriptions / Titles

The following subsections present some sample definitions for functions of multi-agency operations comprised exclusively of civilian staff. Although the functions must be fulfilled, it may not be necessary for a dedicated person to perform each function, since individuals may act in multiple roles. Dependent on workload, the training and QA functions may be combined, for example. It is also possible for QA to be performed by the supervisors, and training to be conducted by experienced and certified dispatchers. In addition, some of these functions may be provided by participating agency support agencies such as, but not limited to, GIS and Information Technology.

The important thing to remember is that while these functions do not necessarily translate into paid full-time staff positions (except for the dedicated Director/Manager position and possibly administrative support), they all need to be performed competently to make certain effective operations.

#### **Director or Manager**

The Director or Manager has overall responsibility for providing leadership and has ultimate responsibility for all the ECC operational, technological, budgetary, and administrative functions. The Director / Manager is charged with setting the direction for the ECC, planning for future operational and technological changes, and ensuring that the ECC meets the mission set by the oversight body and the agency approved service level agreements. The reporting relationship for this function is determined by the type of governance established.



#### **Shift Supervisor**

To properly manage a multi-agency ECC, a strong supervisory structure is recommended for two primary reasons; to ensure compliance with public safety standards and best practices and to maximize operational efficiency. Although shift supervisors are not always present in smaller ECCs, either for financial reasons or because sworn personnel function in this role, the ECC in the planned consolidated model will be too large to operate efficiently without the presence of 24/7 supervision. Based on the size, estimated call volume, and recommended staffing for the consolidated center the shift supervisors for the new consolidated center will be required to assist with some call taking and dispatching tasks.

#### Other Roles of the Director and Supervisory Staff:

#### **Training Program Support**

This program is responsible for the coordination and training of all PSAP operational personnel, and for developing and interacting with certified training officers (CTOs). In addition to new-hire training, 40-hours continuing education (in-service training) per year per telecommunicator is typically recommended and/or required to maintain certifications and/or update skills. Specialized certifications may require a minimum number of continuing education hours per year. Training staff is responsible for initial training and certification maintenance programs and for tracking and monitoring on-the-job training.

#### **Quality Assurance Program Support**

The QA Coordination program reviews call-taking and dispatching activities, documents findings and provides feedback on performance, and manages compliance with best practices and policies. This process provides evidence needed to establish and maintain that services provided by the ECC are of high quality and performed effectively. This function helps identify organizational and individual training deficiencies and provides plans to rectify them. The QA function is required of any agency administering pre-arrival instructions and/or pursuing accreditation through NAED<sup>4</sup> or CALEA<sup>®5</sup>. This program is typically responsible for the creation of recordings for investigations, use in court or other official proceedings. This program is also responsible for the ECC's compliance with dispatch protocol systems for law enforcement, medical and fire dispatch.



<sup>&</sup>lt;sup>4</sup> National Academies of Emergency Dispatch

<sup>&</sup>lt;sup>5</sup> Commission on Accreditation for Law Enforcement Agencies

#### Telecommunicators (Call-Takers and/or Dispatchers)

This function reports to the shift supervisor and is responsible for call-taking and dispatch functions. These core operational staff may also be responsible for, or participate in, the on-the-job training of new hires, input to maintenance of policies and procedures, and community education and job fairs.

#### 5.11.8 Standards and Best Practices

Key public safety industry organizations recognize that the on-going evolution of 9-1-1 requires establishing minimum standards for PSAP employee training, operations, technology, and facilities.

These organizations include:

- International City/County Management Association (ICMA)
- National Emergency Number Association (NENA)
- Association of Public-Safety Communications Officials International (APCO)
- International Association of Fire Chiefs (IAFC)
- Commission on Accreditation for Law Enforcement Agencies (CALEA) U.S.
- National Fire Protection Association (NFPA) (U.S.)

The specific standards applicable to a potential transition from three separate PSAPs to a single consolidated operation include the following service quality and performance goals in call-taking:

NENA-STA-020.1-2020, 9-1-1 Call Answering Standard, states, "90% of all 9-1-1 calls arriving at the Public Safety Answering Point (PSAP):

- SHALL be answered within (≤) 15 seconds. Ninety-five of all 9-1-1 calls SHOULD be answered within (≤) 20 seconds."
- The interval between Call Arrival and Call Answer should be evaluated, at a
  minimum, for each preceding month using a full month of data. Determining if a
  PSAP has successfully met the call interval metric of 90% in 15 seconds (and
  95% in 20 seconds), should be based upon the one-month evaluation. An
  authority having jurisdiction (AHJ) may measure this metric on a weekly or daily
  basis for a more detailed analysis.



- "Ninety percent of all 9-1-1 calls arriving at the Public Safety Answering Point (PSAP) shall be answered within ten seconds during the busy hour (the hour each day with the greatest call volume, as defined in the NENA Master Glossary 00-001). Ninety-five percent of all 9-1-1 calls should be answered within 20 seconds."
- The 2016 version of NFPA 1221, Section 7 states, "Ninety-five percent of alarms received on emergency lines shall be answered within 15 seconds, and 99% percent of alarms shall be answered within 40 seconds, and
- "Ninety percent of emergency alarm processing shall be completed within 60 seconds, and 99% percent of alarm processing shall be completed within ninety 90 seconds."

#### 5.11.9 Supervision

The 2016 version of NFPA 1221, Chapter 7 Annex A.7.3.1 states "...Consider the following two concepts of communications center operations:

- Vertical Center. A telecommunicator performs both the call-taking and dispatching functions. Telecommunicators working in a vertical center are known to engage in multitasking that can inhibit their ability to perform assigned job functions. This is the operational model recommended for this project
- Horizontal Center. Different telecommunicators perform the call-taking and dispatch functions. These standards can be difficult to meet when a single employee must manage multiple job functions simultaneously.

Public safety best practices require 24/7 supervision. NFPA has developed codes, standards, and recommended practices through a process approved by the American National Standards Institute (ANSI). The Technical Committee on Public Emergency Service Communication prepared the latest edition of NFPA 1221, *Standard for the Installation, Maintenance, and Use of Emergency Services Communications Systems (Edition 2016)* Chapter 7 sets forth the standards for PSAP operations; Section 1 of Chapter 7 addresses management.

 NFPA 1221, 7.1.3 states, —At least one supervisor shall be on duty and available when more than two telecommunicators are on duty.



- NFPA 1221, 7.1.4 states, —The supervisor shall be assigned to the operations room when there are more than three telecommunicators on duty.
- Annex A of NFPA 1221 provides further explanation. A.7.1.3 states, —The supervisor position(s) in the communications center should be provided in addition to the telecommunicator(s) position(s). These supervisory personnel are intended to be available for problem solving.

While NFPA standards and ICS require dedicated supervisory personnel, there are inhouse considerations as well. A consolidated PSAP may have greater geographic boundaries and agency responsibilities. A dedicated supervisor assigned to each shift:

- Provides coordination and direction during major emergency incidents, such as severe weather, high profile incidents, wildfires
- Is available for problem solving
- Is a single point of contact for subscriber agencies
- Is readily able to identify areas for growth among subordinates
- Allows for formalized development of career paths
- Can document employees' performance for annual/periodic reviews
- Provides a narrower scope of supervision when implementing new policies and procedures
- Provides more supervision for diversified complex tasks
- Can stay current with technological changes/advancements
- Provides guidance to new employees who have less training and experience
- Provides greater knowledge of laws, procedures, and administrative processes
- Can focus on the operations of the PSAP and not have split responsibilities with a dispatch position
- Can focus on customer service to public, subscriber agencies
- Allows for improved communications with management, subordinates, and subscriber agencies
- Spends more time with subordinates individually, daily
- Allows for operational efficiency



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- Can identify areas for remedial training, counseling, or discipline, when appropriate
- Can address issues upon occurrence, not after the fact
- Can set priorities
- Allows for delegation of tasks/responsibilities

#### 5.11.10 **Next Generation 9-1-1**

NENA and other organizations are working on NextGen 9-1-1 (NG9-1-1) standards development, CAD system interoperability and the exchange of information between those applications. As these standards continue to evolve, they should be monitored, considered, and incorporated in any new interfaces between NG9-1-1 applications and CAD systems. Some of the same standards can be used for any future CAD-to-CAD interfaces. Many of the CAD vendors are still assessing their future need to interface and accept the additional information that NG9-1-1 data will provide. At the same time, vendors are trying to determine the actual cost that will be encountered as the needed functionality is developed and deployed.

The agencies should continue to work with CalOES on the implementation of Next Generation 9-1-1.

## 5.11.11 Service Level Agreements (SLAs) and Inter-Governmental Agreements (IGAs)

SLAs should be developed between the consolidated center and the served agencies. The current SLAs are for intra-county technical support.

Operations focused IGAs between the consolidated center and served municipalities define what the center will/will not do for served agencies. These agreements typically include governance, funding, input/oversight method, administrative structure, support structure, clauses for adding or removing/terminating participation, gatekeeping, or vetting process for any new/expanded responsibilities of the center, and so on.

#### 5.11.12 Ten Codes

The agencies should follow federal recommendations to transition from the use of 10 codes to the use of plain language. Although there is no current mandate to do so, emergency communications best practices recommend agencies migrate from the use of



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codes and acronyms. This is especially important for multiple agency response incidents where codes used by one agency could have a significantly different meaning than the same code for the other agency.

Here are links to two of the several documents that address and answer questions regarding the transition to plain language.

https://www.cisa.gov/sites/default/files/publications/PlainLanguageFAQs.pdf

https://www.fema.gov/media-library-data/20130726-1824-25045-1506/plain\_language\_quide.pdf

## *5.11.13* Fire Operations

Fire communications for the fire departments in Inyo and Mono Counties is limited to the dispatch of the stations and once those agencies respond they operate on their own and do not have any communication with the dispatch center until they return to their station. The exception to this is if they have questions, additional requests for other resources or require additional agencies for mutual aid.

**FE** recommends enhancing communications support provided to the fire and EMS communications in the new consolidated center. The following are some common emergency communication best practices for Fire Departments:

- Provide communications center staffing for fire and EMS incidents. When not working current incidents, this staff can assist the other dispatchers or act as a call-taker.
- 2. Fully utilizing the computer aided dispatch system to build out pre-determined unit recommendations for various types of incidents.
- 3. Based on assignments provided by the departments include automatic mutual aid dispatch on certain types of events, such as, but not limited to structure fires, Advanced Life Saving (ALS) EMS calls, and accidents with injury.
- 4. If requested, specific unit-based dispatch recommendations versus station assignments allowing the CAD system to automatically recommend replacements for units out of service or not available.
- 5. Document in the CAD system unit status changes during an event including, en route, first on-scene, on-scene, incident benchmarks, transporting to hospital, in-service, and in-station.



- 6. Utilize the full benefits of mobile data functionality to allow units to access resources, silent dispatch, messaging, make status changes, and AVL.
- 7. Provide remote access to the departments so that they can access their CAD events remotely via a secure log-on web browser.
- 8. Provide a CAD interface to a FRMS database so the departments can access and download their CAD events for reporting purposes.
- 9. Establish agreed to standards around and provide connectivity to notification applications. Leverage native functionality of RIMS/iRIMS first, and support third-party applications, such as Active 911, I am Responding, or eDispatch if native functionality is not available.

NFPA Section 7.4.7 - Records of the dispatch of emergency response units to alarms shall be maintained and shall identify the following:

- 1. Unit designation for each emergency response unit (ERU) dispatched
- 2. Time of dispatch acknowledgment by each ERU responding
- 3. En route time of each ERU
- 4. Time of arrival of each ERU at the scene
- 5. Time of patient contact, if applicable
- 6. Time each ERU is returned to service

## 5.11.14 Emergency Medical Dispatch

EMD is a current emergency communications center best practice and can be a level of service that is expected when someone is calling 9-1-1 for emergency assistance. For that reason, *FE* recommends the consolidated center implement an emergency medical dispatch system that meets or exceeds standards established by the National Highway Traffic Safety Administration (NHTSA) and accepted and recognized by the American Society for Testing Materials (ASTM). There are several approved systems such as, but not limited to, APCO, PowerPhone<sup>®</sup>, Priority Dispatch<sup>®</sup> or the National Emergency Communications Institute<sup>®</sup>.

A considerable number of PSAPs in the United States, Canada, and other nations provide emergency medical dispatch (EMD) service to their callers. EMD is a recognized structured system used to determine the nature and severity of a medical problem, prioritize it so the appropriate level of Emergency Medical Services is dispatched safely,



and provide the caller with instructions on how to assist the patient until Emergency Medical Services arrive. However, not all Public Safety Answering Points provide this service.<sup>6</sup>

The emergency medical dispatcher (EMD) is the principal link between the public caller requesting emergency medical assistance and the emergency medical service (EMS) resource delivery system. As such, the EMD plays a fundamental role in the ability of the EMS system to respond to a perceived medical emergency. With proper training, program administration, supervision, and medical direction, the EMD can accurately query the caller, select an appropriate method of response, provide pertinent information to responders, and give appropriate aid and direction for patients through the caller. Through careful application and reference to a written, medically approved, emergency medical dispatch protocol, sound decisions concerning EMS responses can be made in a safe, reproducible, and non-arbitrary manner. These benefits are realized by EMS systems when appropriate implementation, sound medical management and quality assurance/quality improvement (QA/QI) at dispatch are provided within the EMD/EMS system. This practice assists in establishing these management and administrative standards.<sup>7</sup>

A comprehensive plan for managing the quality of care in an emergency medical dispatch system must include careful planning, EMD program selection, proper system implementation, employee selection, training, certification, QA/QI, performance evaluation, continuing dispatch education, recertification, and risk management activities. These functions must be designed and implemented to assist the medical director, dispatch supervisor, and emergency medical dispatcher in monitoring and modifying EMD performance found deficient by QA/QI to protect the public against incompetent practitioners, as well as modify organizational structure, resource, or protocol deficiencies that exist in the emergency medical dispatch system.<sup>8</sup>

## 5.11.15 Quality Assurance and Control

Emergency communications has always been an integral part of emergency responses by law enforcement, fire, and EMS agencies. Over the last 25 years the work environment for telecommunicators has become increasingly technical and stressful as telecommunicators work to learn and maintain the necessary skill sets needed. This field has grown from a simplistic approach where calls were received and dispatched with

<sup>&</sup>lt;sup>8</sup> Elements of an Emergency Medical Dispatch System - NHTSA - Appendix G 1a



<sup>&</sup>lt;sup>6</sup> https://www.nena.org/page/EMDServices

<sup>&</sup>lt;sup>7</sup> Elements of an Emergency Medical Dispatch System – NHTSA – Appendix G 1a

minimal information to a much more complex profession. This new profession requires telecommunicators to:

- Be adept with multiple computer systems and technologies
- Learn how to quickly obtain accurate information from irate, upset, or uncooperative citizens
- Learn what interview questions are critical in every conceivable police, fire, and EMS incident
- Provide pre-arrival instructions that range from simple direct pressure on a wound to infant CPR.
- React quickly and decisively when needed under high stress conditions
- Effectively multi-task and prioritize multiple high priority calls for service
- Work weekends, nights, and holidays

### 5.11.16 Minimum Staff on Duty

Emergency Communications Center best practices always recommend that a minimum of two (2) telecommunicators be on duty in any public safety dispatch center.

- One person on duty can quickly become overwhelmed by a significant single incident or multiple routine incidents
- A single person can only handle one primary dispatch channel or talkgroup that requires constant and unobstructed attention to make certain field user safety.
   One person cannot process an incoming emergency phone call while at the same time processing an urgent radio message from a field unit.
- Having two trained telecommunicators on duty is the only way to make certain
  that a trained employee is always available in the dispatch center. Police officers
  and other staff 'sitting in' for the dispatcher while they are on a bathroom or other
  break is not a viable solution.
- If the PSAP provides any type of dispatch protocol questioning and instructions, then more than one employee needs to be on duty (e.g., Emergency Medical Dispatch).
- Relief factors for the employees for routine natural breaks



• If a single dispatcher on duty had a medical emergency, it would temporarily shut down the dispatch center leaving telephone and radio calls unanswered.

## 5.11.17 Backup Center

Decisions regarding the location of the consolidation center will guide the decision for the location of the backup center. The backup center should be in a geographical location that is physically located a sufficient distance away from the primary communications center. The intent is to provide resiliency against local catastrophic events and natural disasters.

Regardless of location, there will be costs associated with relocating, equipping, and connecting a backup center. Participants will need to decide how many positions, what technology capabilities and capacity, furnishings and connectivity is needed in a backup center. Along with site and facility associated costs, these factors will determine the overall cost of developing and maintaining a backup center.



# 6. Technology Overview and Recommendations

The following sections provide a high-level overview of the current emergency communications technology for each of the study participants. There were no substantial, technical roadblocks to a consolidation regarding the technology, but as expected some of the stakeholder agencies would be required to change and migrate to new systems. Some of this migration will have a cost associated with it. Several key technology systems within the current PSAPs are in dire need of updating or replacement.

# 6.1 Automated Systems

Automated Systems are the critical technology systems that include computer and software applications that provide the users and stakeholders with tools they need to conduct and manage their operations. These systems include, Computer Aided Dispatch (CAD), Mobile Data Devices (MDD), Law Enforcement Records Management (LERMS) and Fire Records Management (FRMS). Within the operation of a consolidated center these systems need to be multi-jurisdictional, multi- agency and multi-discipline.

The systems must be fully functional and integrated to allow the participating agencies to share data and provide critical situational awareness. These systems include interfaces for Mobile Data Devices (MDD), Automatic Vehicle Location (AVL), electronic Field Based Reporting (FBR), third-party interfaces, and GIS mapping.

A few agencies currently do not use the technology listed above; however, **FE**'s recommendation is that they should fully use it to assist in reducing the workload for dispatch staff at a consolidated communications center. In interviews and discussions with the stakeholders, most voiced their desires to utilize all listed technology.

# 6.1.1 Computer Aided Dispatch

CAD is a critical system that assists dispatchers in processing, prioritizing, dispatching, and controlling calls for service for respective emergency service agencies. CAD systems typically consist of several modules that provide call input, call dispatching, call status maintenance, event notes/narrative, field unit status and tracking, and call resolution and disposition. CAD systems include interfaces that permit the software to provide other critical features and functionality.

For the creation of events, the participating PSAPs operate two CAD system modules: law enforcement and fire/rescue. When a multi-discipline event is received and input, the



software system generates two pending calls for service – one for law enforcement and one for fire/rescue.

The PSAPs are using Sun Ridge Systems RIMS computer aided dispatch systems. All the systems can support multiple jurisdictions, multiple disciplines including law, fire, and emergency medical, and can recommend units. Bishop is using the CAD system to provide unit recommendations. Inyo is not using the CAD system for unit recommendations.

The Bishop PSAP uses CAD version 26.13.4. The last software update was June 2020; the workstations were last replaced in 2018 and the servers were replaced in March 2020.

The Inyo PSAP RIMS was installed in 2008. The CAD software version in use is 27, the specific version release was not reported. The last software update was June 2020. The workstation operating system is Windows 10, and the workstation hardware was last replaced in 2018. The server operating system is Windows Server 2012 and was last replaced in 2015. There is a redundant server installed at the County IS facility.

The Mono PSAP RIMS was installed prior to 2005, the exact year is not known. The CAD software version in use is 27.01.7, and the last software update was June 2020. The workstation operating system is Windows 10, and the workstation hardware was last replaced in December 2016. The server operating system is Windows Server 2012 and was last replaced in 2016. The servers are scheduled for replacement in 2020/2021. There is a redundant server installed in the data center using single instance virtualized servers using VMware on redundant hardware.

#### 6.1.2 CAD Interfaces

Table 25 is a list of significant CAD interfaces installed in the three participating PSAPs.

Interface Bishop Inyo Mono 9-1-1 ANI/ALI Yes Yes Yes **Email/Text Paging** Yes No Yes Automatic Vehicle Location (AVL) Yes No No Call-Taker/Dispatcher Mapping Yes Yes Yes **Corrections Management** Yes No Yes

Table 25 – CAD Interface Status



Interface	Bishop	Inyo	Mono
Fire RMS	Yes	No	No
Master Clock	No	No	Yes
Mobile Mapping	No	No	Yes
Phase II Mapping	Yes	Yes	Yes
Police Field Reporting	No	Yes	Yes
Police Mobile	No	Yes	Yes
Routing/Directions	No	Yes	Yes
Law RMS	Yes	Yes	Yes
CLETS/NCIC	Yes	Yes	Yes
IRIMS Handheld Device Access	No	Yes	Yes

### 6.1.3 Mobile Data System (MDS)

A mobile data device (MDD) is a computer/terminal, or handheld device such as a tablet or smartphone, installed in emergency vehicles or used by individual responders. These devices are used to communicate data with the dispatch center and other public safety field units. These devices are used to display relevant information to/about events, locations and to access to multiple other software applications.

This equipment accesses CAD system incident data, RMS data, field-based reporting, system queries, and California Law Enforcement Telecommunications System (CLETS)/ National Crime Information Center (NCIC) queries. They also allow access to premise history and alerts, car-to-car, and CAD-to-car messaging. The application provides basic call data upon dispatch, updated or additional narrative information added by dispatch, and includes mapping of call location information. The mapping includes routing information to the call using the responding units' current location based on information provided to the system from in-car GPS units. The mobile application also allows users to look up information about previous calls-for-service, run CLETS/NCIC look ups, add call notes, and update their status.

Mono County is using the Mobile RIMS and Officer Field Reporting that was installed in August 2017. The software version is 16.00.1 and the mobile server is installed in the County's data center. Connectivity to the server is through Cradlepoint routers using the Verizon Wireless commercial network. The Sheriff's office has approximately 18 units in service. Mono County is adding racial profiling reporting functionality to their MDS.



Bishop PD, Mammoth Lakes and the Inyo County Sheriff's Office are not using any system interfaced with mobile data.

Bishop PD does have access to CLETS/NCIC from their mobile units but has no mobile data system integration with their CAD system.

Mono County EMS has two iPads and two Toughbooks installed in their units that provide access to ImageTrend Lite but there is no CAD interface.

## 6.1.4 Hand-held Device Applications

Mono County uses Sunridge Systems iRIMS application, originally installed in August 2019. The current software version is 4.1.12 and licensing is per Agency. Currently the County uses only functionality related to law enforcement.

#### Key functionality:

- View CAD incidents
- Create incidents
- Change unit status
- Map unit location

- View case information
- Encryption
- Two-factor authentication

## 6.1.5 RIMS Collaborate

All agencies participate in Sun Ridge Systems RIMS Collaborate. This functionality allows the sharing of resources among the various law enforcement agencies. Agencies can share CAD and RMS information and view detailed information provided by other RIMS agencies. Each agency determines the level of information they would like to share.

# 6.1.6 Law Enforcement Records Management Systems (LERMS)

The LERMS application provides multiple modules used by law enforcement agencies for the storage, retrieval, retention, reporting, analyzing, archiving, and viewing of data, records, reports, documents, and files pertaining to law enforcement operations. Some of the common modules are arrests, investigations, incidents, case entry/management, property, evidence, master indices, personnel, training, tickets, citations, reporting, and crime analysis. Multi-agency LERMS often acquire and use more than a dozen modules and interfaces to external applications.



All law enforcement agencies including the Bishop and Mammoth Lakes Police Departments and the Inyo and Mono County Sheriff's Offices use Sun Ridge Systems RIMS LERMS. Although not currently part of any of the PSAPs, the Bishop Paiute Tribal Police also use RIMS.

- Bishop PD uses version 26.13.4
- Inyo SO uses version 27
- Mono SO uses version 27.01.7

### 6.1.7 Officer Field Reporting (OFR)

The mobile field reporting program allows the creation of incident reports and associated Incident Based Reporting (IBR) data to be created in the field from MDS. This application allows for some data transfer from a CAD system call for service, and from that base call information a deputy/officer can then enter the required case elements into a case report form. This field-based case report is then sent to a patrol supervisor for review, approval, or rejection, and finally to a holding file on the main system that can be merged into the LERMS database.

The Mono County Sheriff's Office is the only agency using Sun Ridge System's Officer Field Reporting.

Key functionality includes:

- Mobile access to LERMS
- Write case reports off-line
- Access CAD information
- Add an initial case report and supplementals
- Add property and evidence
- Collision reports

## 6.1.8 Fire Records Management System (FRMS)

This fire and rescue service application provides multiple modules used by fire agencies for the incident reporting, data analysis, training, medical records, personnel management, logistics, and risk management. Some of the common modules are the National Fire Incident Reporting System (NFIRS) incidents/reporting, training, personnel,



investigations, inspections, fire hydrants, fleet management, and equipment maintenance.

Mono County Fire Districts utilize their own FireHouse FRMS. ESO Solutions purchased FireHouse in October 2017 so the agencies will have to migrate to a new solution at some point in the future.

## 6.1.9 GIS Mapping

Today's technology systems, applications and solutions are becoming more reliant on complete and highly accurate Geospatial data housed and maintained in Geographic Information Systems (GIS). The GIS / mapping data is typically provisioned at the local level and provided by the local jurisdiction. It should be the single source of geospatial data utilized by all modules and applications throughout the Public Safety suite of products. Having a single source of GIS data provides consistency and accuracy of the operational picture across the entire Public Safety spectrum. Accuracy of the GIS data plays a critical role in address verification and wireless 9-1-1.

Phase II calls are located via address point and street centerline data contained within the GIS. AVL and Mobile Data applications rely heavily on GIS data accuracy and feature attribution focused on vehicle routing and geographic proximity parameters. NG9-1-1 call routing solutions rely solely on the provisioning of localized geographical data and polygon areas, built, and maintained through GIS systems, to accurately route emergency calls to the appropriate, responsible PSAP at a state, region, or local level.

The RIMS system has its own integrated mapping and should be capable of supporting local GIS/mapping data. However, Mono County is reporting that the local map data causes issues for the CAD system and does not work at all with the mobile data computers. Google mapping is the other mapping option supported by RIMS but poses challenges with accuracy in the region and is problematic as Google mapping is not considered a public safety best practices mapping solution. However, it is better than having no mapping at all, but users need to understand its limitations.

# 6.1.10 Jail Management System (JMS)

The Jail Management System assists the agencies in efficiently tracking and processing inmates from booking to release.

Both Inyo County and Mono County use Sun Ridge System InCustody Jail Management System.



Inyo County uses version 16 (unknown release), installed in 2008. The software was last updated in May 2020.

Mono County uses version 16.0.14, installed prior to 2005. The software was last updated in June 2020.

## 6.1.11 9-1-1 Answering Equipment

All three of the PSAPs use a Motorola Vesta 9-1-1 answering solution.

- Bishop PSAP is using version 7.1 that was installed in March 2008.
- Inyo PSAP is using version 4.3.0.331.
- Mono PSAP is using version 7.2 that was installed in November 2018.

The equipment is supported and maintained by Frontier, the same vendor that installed it. The answering positions are used to answer all incoming calls, both 9-1-1 and ten-digit administrative, place outgoing calls, and make one-button transfer calls. The system also has its own mapping system.

The system is IP-based, and the equipment can receive enhanced 9-1-1 (E9-1-1) call data. An interface to the CAD system allows the location of wireline calls, Phase I wireless tower locations, and Phase II wireless caller locations to display on the map.

The Vesta answering positions provide instant recall recording (IRR) for all phone calls. Bishop uses the phone IRR to provide both telephone and radio conversation playback.

All three PSAPs are involved with California Office of Emergency Services (OES) 9-1-1 Communications Branch project to move to Next Generation 9-1-1. PSAPs have been surveyed for new equipment installation and some cabling and power work has been completed.

All three PSAPs have interfaces to their logging recorder system to record telephone conversations.

Frontier is the Local Exchange Carrier (LEC) providing the 9-1-1 network and all PSAPs are connected to the Frontier Ridgecrest selective router. All PSAPs have redundant ALI links to Frontier's database provider Intrado.

9-1-1 CAMA Trunks to the selective router:



- Bishop has two (2)
- Inyo has four (4)
- Mono has four (4)

All the PSAPs have 9-1-1 'make busy' switches that allow them to transfer their 9-1-1 calls to their back-up center.

- Bishop has a switch to send their calls to Inyo County
- Inyo County has a switch to send their calls to Mono County
- Inyo County has a switch that can send Mono County calls to Inyo County

### 6.1.12 Administrative Phone System

The Bishop PSAP has administrative phones installed in their communications center and that system is interfaced to their 9-1-1 answering equipment. There are three administrative lines installed on the answering positions. There is an automated attendant on the main number and the default for that system is the PSAP.

The Inyo PSAP uses a Nortel administrative phone system interfaced to the 9-1-1 answering equipment. There are also administrative phones installed in the PSAP. There are plans to upgrade the system to VoIP.

The Mono PSAP uses an IP-based Cisco CUCM 12.0.1 administrative phone system that was installed in November 2018. It is interfaced to the 9-1-1 answering equipment via 3 analog FXS trunks. There are administrative phones installed in the PSAP.

## 6.1.13 Internet Service Providers (ISP)

Suddenlink Communications is the ISP for the Bishop and the Inyo PSAPs.

California Broadband Cooperative is the ISP for the Mono PSAP.

#### 6.1.14 Master Clock

The purpose of the master clock is to synchronize time across all critical systems such as the 9-1-1 answering equipment, radio dispatch consoles and the logging recorder.



The Bishop PSAP uses a Spectracom master clock solution for their 9-1-1 answering equipment.

The Inyo PSAP uses a Spectracom NetClock 9483.

The Mono PSAP uses ESE U Series master clock.

#### 6.1.15 Text to 9-1-1

All three PSAPs have text-to-911 functionality that is integrated within their 9-1-1 answering equipment and provided by Frontier.

### 6.1.16 Logging Recorder

The Bishop PSAP uses Dynamic Instruments Rebound Instant Replay logging recorders using software version 4.5. The system is configured with 16 channels and is currently recording on 15 of those channels. The 9-1-1 calls are recorded by trunk and by position. There are six radio channels being recorded and seven telephone channels.

The Inyo PSAP is using a JEI JREC logging recorder using software version 2.3.11. The system is capable of recording analog and digital traffic. The recorder is configured with 24 channels and is currently recording on 19 of those channels, 11 channels for radio and eight channels for telephone. The 9-1-1 calls are recorded by position. The recorder is under a maintenance contract and it is not NG9-1-1 ready.

The Mono PSAP uses an Equature logging recorder operating on software version 1.73.1 installed in 2012 and last updated in 2017. The system is capable of recording analog, digital and IP traffic. The recorder is configured with 24 channels and currently recording on 22 of those channels, ten channels for radio, eight channels for telephone and four channels for 9-1-1 trunks. The 9-1-1 calls are recorded by both trunk and by position. The recorder is under a maintenance contract and is NG9-1-1 ready. Remote access to the recordings is available to the Dispatch Supervisors. A new system is planned for fourth quarter of 2020.

# 6.2 Back-Up Center

The Inyo Sheriff's Office is the back-up center for the Bishop PSAP.

Either the Bishop Police Department or the Mono County Sheriff's Office is the back-up center for the Inyo PSAP.



The Inyo County Sheriff's Office is the back-up center for the Mono PSAP. They can answer Mono County's 9-1-1 calls, but they do not have the technology or connectivity to dispatch the County agencies. Mammoth Lakes Fire, Station 1 also has a backup dispatch console which can be used if the primary PSAP is unavailable. That capability would also be limited to the ability to answer 9-1-1 calls, but they are not able to dispatch all the County units.

None of the PSAPs have a local back-up center.

# 6.3 GIS/Mapping

The Bishop PSAP uses a third-party vendor to maintain their GIS/mapping data. They receive their mapping data from Inyo County. The mapping data is in an Environmental Systems Research Institute (ESRI) format and includes road centerlines, address points, administrative boundaries, and emergency services boundaries. The data includes the entire county.

Inyo County has a County GIS office who maintains the GIS/mapping data for the Inyo PSAP. The mapping data is in an ESRI format and includes road centerlines, address points, administrative boundaries, and emergency services boundaries. The data includes the entire county and is updated daily. The County is in the process of applying NENA NG9-1-1 standards to the data for the CalOES NG9-1-1 rollout project.

In Mono County, County IT is the addressing authority and is responsible for the maintenance of the mapping data used by the Mono PSAP. The mapping data is in an ESRI format and Enterprise GIS is being used. The data includes road centerlines, address points, administrative boundaries, and emergency services boundaries. The data includes the entire county and is updated daily. The data currently adheres to NENA NG9-1-1 standards and is in the first wave of testing and deployment.

# 6.4 Radio Dispatch Consoles

The Bishop PSAP uses Motorola MCC5500 radio dispatch consoles. The system is capable of radio tone encoding, a paging log, and instant recall recording.

The Inyo PSAP uses Motorola Centracom Gold Elite radio dispatch consoles, version R10.00.11. The system is over 10 years old and uses a Windows XP operating system. The system is capable of radio tone encoding and instant recall recording. These radio



consoles have reached their 'end of life' and the County plans to replace those consoles in a later phase of their current radio system upgrade.

The Mono PSAP uses CSS Mindshare VoIP 100500 MAXplus radio dispatch consoles. The system was installed in January 2014 and uses an Ubuntu Linux operating system. The County plans to add digital fixed station interface functionality later this year. The system is capable of radio tone encoding and instant recall recording.

### 6.4.1 Radio Systems

Currently all the emergency services involved in this project are dispatched and operate on VHF frequencies.

## 6.4.1.1 Bishop ECC

All emergency services dispatched by the Bishop Police Department ECC operate on VHF frequencies. All the dispatch channels are repeater systems. There is a police dispatch channel, fire dispatch and operations channel and County EMS dispatch channel. Radio tone encoding alerts fire and EMS personnel for incidents. The primary radio site is Silver Peak.

The Bishop Fire department uses eDispatches.

## 6.4.1.2 Inyo ECC

All emergency services dispatched by the Inyo County Sheriff's Office ECC are operating on VHF frequencies. All dispatch channels are repeater systems and PL tone selection is used to select each repeater. Channel assignments are: Sheriff primary and secondary; Inyo County fire dispatch and operations; and Inyo County EMS dispatch channel. Radio tone encoding alerts fire and EMS personnel for incidents.

Primary repeater sites are Silver Peak, Mazourka Peak, Rogers Peak, Tecopa, Cerro Gordo and El Paso. The County also uses a radio consolette for communications with Mono County, Bishop PD, EMS, and other agencies.

#### 6.4.1.3 Mono ECC

All emergency services dispatched by the Mono County Sheriff's Office ECC operate on VHF frequencies. All dispatch channels are repeater systems and PL tone is used to



select each repeater. This is a Sheriff's Office dispatch channel and tactical channel, and county-wide fire channel, which EMS dispatched.

The County uses nine law repeater sites:

- Leviathan Peak
- Sweetwater Mountain
- Conway Summit
- Potato Peak
- June Mountain

- Mammoth Sub Hill
- Casa Diablo Mountain
- Benton (Antelope Mountain)
- Long Valley

The Mammoth Lakes Police Department is dispatched on their own VHF channels: Channel 1, Channel 2, and Channel 3. The Mammoth Lakes Fire Department has their own command and tactical channels.

The Town of Mammoth Lakes indicated that radio coverage in their Town is good.

The Mono County Fire Departments use Active 911 and the Mammoth Lakes Fire Department uses the eDispatches application.

A Hotline channel links all the communications centers including Bishop PD, Inyo SO, Mono SO and California Highway Patrol.

The Mono County ECC has Verizon PTT that is cross patched with the Sheriffs' dispatch channel.

# 6.5 Technology Recommendations

## 6.5.1 System Furniture Positions

- 1. All system furniture positions installed in the new consolidated center should be equipped with the same critical technology such as CAD, 9-1-1 answering equipment and radio dispatch consoles, if economically feasible. This would allow any communications center function, call-taking, or dispatching, to be conducted at any position in the center.
- 2. New ergonomic system furniture will be needed for the new consolidated center. This should include sit-to-stand functionality, and the project team may also want to consider local environmental controls at each console.



### 6.5.2 Computer Aided Dispatch

- All participating agencies use Sun Ridge Systems RIMS CAD system, and the same system should be used in the consolidated center. This will allow integration with the agencies current Sun Ridge Systems Mobile Data and Law Enforcement Records Management Systems.
- 2. The existing system should be migrated to a new backroom environment that includes enough redundancy to make certain no single point-of-failure exists. To ensure the fullest extent of redundancy, the production server(s) should be located at the primary site with a redundant geo-diverse back-up server installed off site.
- The CAD system should be designed to take advantage of current fail-over and other backup technologies that enable continued operation, notwithstanding single or multiple component failure that incorporates the current benefits of network virtualization.

#### 6.5.2.1 CAD Interfaces

The new CAD environment should be capable of interfacing to the following systems:

- Automated Number Identification (ANI)/ Automated Location Identification (ALI)
   from conventional and IP-based 9-1-1 answering equipment
- Wireless Phase II mapping
- NG9-1-1 data
- Automatic Vehicle Location (AVL)
- Fire station encoding and alerting
- Emergency Dispatch Protocols/Software (EMD, EFD, EPD)
- Notification systems (text, email)
- Electronic Patient Care Reporting
- Fire Records Management database
- CLETS/NCIC
- Master Clock
- IRIMS Handheld Devices



## 6.5.3 Mobile Data Systems (MDS)

- 1. The mobile data system should fully be utilized by the user agencies including law, fire, and emergency medical services. This will allow the agencies to utilize the full functionality of the system including, but not limited to:
  - a. AVL
  - b. Mapping
  - c. Routing
  - d. Silent dispatch
  - e. Status changes
  - f. Messaging
  - g. CLETS/NCIC queries
- 2. Typically, the mobile data server is the responsibility of the communications center and the agencies are responsible for mobile data hardware, licensing, and equipment necessary to connect to the mobile server including commercial wireless service.

## 6.5.4 Hand-held Device Applications

- 1. The consolidated center should provide the capability and promote the use of hand-held technology provided by the CAD vendor.
- 2. Typically, the cost to include this functionality resides with the communications center and the device licensing is the responsibility of the agencies

# 6.5.5 Law Enforcement Records Management (LERMS)

 The consolidated center should provide an interface to the LERMS system so that CAD event data can be provided to the user agencies for use in their records systems.

# 6.5.6 Fire Records Management (FRMS)

1. The consolidated center should provide an interface to a FRMS data warehouse where agencies can configure their FRMS systems to retrieve CAD event data for use in their records systems and for reporting requirements.



### 6.5.7 Electronic Patient Care Reporting (ePCR)

 The consolidated center should provide an interface to the ePCR system so that CAD event data can be provided to the user agencies for use in their records systems.

## 6.5.8 GIS Mapping

- 1. The consolidated center will need local GIS mapping data from the local jurisdictions for use with their technology systems to include, but not limited to CAD mapping, mobile data mapping, NG9-1-1 routing, 9-1-1 answering equipment mapping, etc. A process must be implemented for the collection and aggregation of this data into a single data set for use within the systems.
- The consolidated center will need to work with the local GIS mapping data providers to make certain the proper data sets are available for use in the systems including, but not limited to street centerlines, address points, administrative boundaries and response are boundaries.
- 3. This GIS support could be provided by a member agency GIS or IT department in exchange for a reduction in that agency or jurisdiction member or user dues if an agreement to do so could be reached.

# 6.5.9 9-1-1 Answering Equipment

- 1. The new consolidated center will most likely need new back room equipment sufficiently sized to handle the required number of the recommended answering positions.
- If the current 9-1-1 answering position equipment is updated to current versions some of the existing positions may be able to be migrated to the new consolidated communications center.
- 3. The consolidated center will need a robust fully functional MIS reporting system.

# 6.5.10 Administrative Phone System

- 1. A new administrative phone system most likely will be needed for the center management and support offices.
- 2. Incoming ten-digit emergency and non-emergency phone lines can be installed on the 9-1-1 answering equipment.



### 6.5.11 Internet Services Provider (ISP)

1. The new center will need internet access so an ISP provider will be needed. A secondary or backup ISP provider should be considered especially if the new center uses any management, SaaS, or cloud solutions.

#### 6.5.12 Master Clock

- 1. A new master clock solution will be needed to synchronize the times on all the critical technology systems including, but not limited to:
  - a. 9-1-1 answering equipment
  - b. CAD
  - c. Radio dispatch consoles
  - d. Logging recorder

#### 6.5.13 Text-to-9-1-1

1. Integrated text-to-911 service should be provided with the 9-1-1- answering equipment. Once NG9-1-1 is implemented the center should move to Real Time Text functionality.

## 6.5.14 Logging Recorder

- 1. The new consolidated communications center will require a new logging recorder that is appropriately sized for the new equipment and technology. The system should be sized to allow for future expansion.
- 2. The project team should consider a system capable of recording 9-1-1 trunks, phone lines, answering positions, radio channels and select/unselect audio at the radio positions.

# 6.5.15 Radio Dispatch Consoles

1. All new radio dispatch consoles will be needed at the new center that allows connectivity to all the existing repeaters and transmitter sites.

# 6.5.16 Radio System

Out of all the technology, the radio system will be the most challenging for the consolidated center. This is based on the sheer size of the geographical area for which



the center will provide service, approximately 13,359 square miles. The topographically challenging terrain that includes elevation changes of the numerous hills, mountains and valleys just add to the significant challenge. Radio paths and/or connectivity between radio dispatch consoles, RF control stations and repeaters require a transmission path with sufficient clearance above all terrain.

- 1. The ultimate solution would be a region-wide simulcast radio system. However, *FE* understands that there would be a significant cost associated with the configuration.
- 2. An interim solution would be connectivity to the existing County radio systems and have the law agencies migrate to two primary law dispatch channels. If the Mono County radio system does not provide sufficient coverage for Mammoth Lakes, then a third primary law dispatch channel will have to be added. This causes an operational issue where a single dispatcher would now be responsible for two primary dispatch channels.
- Several of the current radio systems already have identified and known issues currently being reviewed and those issues will not be resolved simply by consolidating communication centers. The center would simply inherit those same issues.
- 4. The Consolidated Center will need to conduct a detailed needs assessment of their voice radio communications requirements to identify the most effective way to achieve the radio communications needed in a consolidated environment.

# 6.5.16.1 CLETS/CJIS Personally Identifiable Information (PII)

On October 12, 2020, the California Department of Justice, Information Services Division issued an updated bulletin, #20-09-CJIS, that addresses additional requirements in which authorized law enforcement criminal justice personnel must adhere to regarding CLETS access to Personally Identifiable Information (PII) and the radio transmission of protected information. The policies define certain Criminal Justice Information (CJI) and the transmission of such information that is particularly relevant to the radio transmission of protected data.

PII is information that can be used to distinguish or trace an individual's identity, such as, but not limited to, first name, or first initial, and last name in combination with any one or more specific data elements (per FBI CJIS Security Policy section 4.3) that includes:



- 1. Social Security Number
- 2. Passport Number
- 3. Military Identification (ID) Number
- 4. Driver's License Number
- 5. Other Unique ID Numbers Issued on a Government Document

The transmission of sensitive CJI and PII information, including radio traffic, must be encrypted pursuant to the FBI CJIS Security Policy sections 5.10 and 5.13.

Compliance of these requirements can be achieved using either of the following:

- 1. Encryption of radio traffic pursuant to FBI CJIS Security Policy sections 5.10.1.2, 5.10.1.2.1, and 5.13.1.
- 2. Establish policy to restrict dissemination of specific information that would provide for the protection of restricted CJI database information and combinations of name and other data elements the meet the definition of PII.

All criminal justice agencies who are currently not in compliance with these requirements must submit an implementation plant to the CA DOJ, CLETS Administration Section no later than December 31, 2020 that includes a detailed description of how radio communications will be brought into compliance or how the risks will be mitigated through policy in unable to implement the required encryption technology. This plan must include a projected timeline.

If a criminal justice agency cannot implement the required radio encryption technology, the agency must then limit the amount and types of information that can be broadcast over unencrypted radio channels. To ensure protection of PII, only enough information to complete the request should be provided over the radio in a single, continuous transmission. Any additional information should be relayed in a separate transmission or sent via the unit's mobile data computer (MDC) or hand-held device if that agency has that technology.

- Address information should be limited to the City and first three characters of the street address to limit PII information over the radio unless exigent circumstances exist.
- Additional information such as address, date of birth, and physical descriptors should only be provided when requested through a separate transmission.

The following sections provide CA DOJ recommendations.



### 6.5.16.1.1 Query Driver License/Identification by Number

Unit: "Control, 801, traffic stop."

Dispatch: "801, go ahead."

Unit: "Control, 801, Mono, 801, 395 @ Conway Rich Road, A0025507"

Dispatch: "801, 395 @ Conway Rich Road, A0025507"

Dispatch: "801, operator check returns to a last of Doe, first of John, on a class C,

noncommercial, license status is valid." Or

"801, operator check return on A0025507, last of Doe returns valid."

### 6.5.16.1.2 Query Driver License/Identification by Name and DOB

Unit: "Control, 801, traffic stop."

Dispatch: "801, go ahead."

Unit: "Control, 801, Mono, 801, 395 @ Conway Rich Road, John Doe, DOB

01/01/1977"

Dispatch: "801, 395 @ Conway Rich Road, John Doe, DOB 10/01/1977"

Dispatch: "801, operator check on last name of Doe and DOB to a number of

A0025507, on a class C, noncommercial, license status is valid."

If an officer or public safety official is in jeopardy, only enough information should be broadcast to aid in identifying and/or locating a potential suspect. Once the suspect is apprehended, dispatchers and field units should be cognizant of CJI and PII broadcast limitations.

Without encrypted radio channels or talkgroups, the only viable options for adherence to these updated CA DOJ CJIS requirements are:

- 1. The agencies must use the recommended truncated message format.
- 2. Utilize currently encrypted mobile data communications.
- 3. Use commercial wireless push-to-talk (PTT) communications.

Agencies not equipped with mobile data or PTT have no choice but to migrate to the recommended and approved abbreviated message transmissions.



**FE** recommends that any future radio upgrades include adding encrypted radio channel or talkgroup technology and/or all agencies procuring and implementing mobile data computer functionality.

## 6.5.17 Emergency Medical Dispatch

The new consolidated center should implement EMD protocols. The center can also consider law enforcement and fire protocols if the stakeholder agencies desire that functionality.



# 7. Facility Requirements

The existing PSAPs are in limited spaces within their respective law enforcement agencies. The desired central location of the City of Bishop would require extensive renovation to accommodate the projected seven position operational space, adjacent support spaces, and equipment room(s) expansion.

A high-level space needs review was conducted using the projected seven consoles as the base. The anticipated space allotment per position console is 175 square feet (SF). The 175 SF represents the individual footprint of a position as normally fitting within a 10-foot by 10-foot area (100 SF) with the remaining 75 SF representing the necessary areas surrounding the furniture footprint, such as pathways, open areas, doorway access and clearance allowance in compliance with the Americans with Disabilities Act (ADA). This preliminary spatial allocation number is generally used for planning and can fluctuate with various room configurations and/or system furniture solutions.

Using the allotment of 175 SF per console, an estimated 1,225 SF would be needed for just the operations floor space. Administrative, support and essential adjacencies expand the overall space requirements to a range of 2,000 – 2,500 SF. These spaces typically include equipment and mechanical rooms, training, offices, storage, restrooms, meeting/multi-purpose rooms, bunkrooms, kitchen, and breakroom. For budgeting and planning purposes, a rough order of magnitude (ROM) cost projection for a facility of this size may range from \$600,000 to \$750,000, or more. Costs to renovate an existing space cannot be projected without further study of the specific space(s).

Should a regional initiative move forward, and the participants proceed with construction of a new facility or renovate an existing building, industry best practices for PSAPs should be given consideration.

The design of a space intended to support 24/7/365 operation must meet the needs of a modern PSAP. Of foremost importance is the comfort and safety of the employees and the capacity of the space to address the current needs, as well as the needs for the next 10-20 years. A hardened design is desired and intended to allow the operation to continue when the surrounding community is affected by power outages, severe weather events, and manmade and/or natural disasters. There are compromises, and decisions required to accommodate limitations in funding, vision, and at times, politics. The effort and attention given to the design of a new facility, and specifically to the allocation of the communications space and support areas by the facility occupants, will determine the capacity and life span of the structure, service and, ultimately, the organization.



The industry standards cited and used to guide the design input and technology best practices recommended include:

- National Fire Protection Association (NFPA) Section 1221
- Commission on Accreditation for Law Enforcement Agencies (CALEA)
- National Emergency Number Association (NENA)
- Association of Public-Safety Communications Officials International (APCO)

These standards-setting entities provide standards and guidance in the operations and technical aspects of a modern PSAP. Standards and Guidelines for communications sites governing the electrical, grounding and cable infrastructure and communications systems design include:

- National Electrical Safety Code (NESC)
- The latest edition of NFPA 70
- National Electrical Code (NEC)
- American National Standards Institute/Telecommunications Industry Association/Electronic Industries Alliance (ANSI/TIA/EIA) standards
- BICSI Telecommunications Distribution Method Manual (BICSITDMM)
- Motorola R56 Standards and Guidelines for Communication Sites
- Institute of Electrical and Electronic Engineers' (IEEE)

Additional consideration must be given to codes adopted by the local jurisdictional authority. For example, if the participants follow the most recent version of the International Building Code (IBC), specific criteria must be followed to make certain the stability and integrity of buildings identified as critical facilities.



# 8. Cost Estimates and Potential Savings

# 8.1 Technology Budgetary Pricing

The following table provides high-level budgetary costs for updated technology needed to support the consolidated emergency communications center.

Based on the current age and condition of the existing equipment installed and in use at the existing centers, most of the critical technology will not be reusable in the new center. With a few exceptions, all the current technology must be replaced or upgraded in the new consolidated center

# 8.2 Technology Funding Responsibility

There are no hard or fast rules that apply to a consolidation project when it comes to who is the responsible party, either the agency(ies) or the communications center, for a technology cost or a portion of the cost. This funding decision must be made locally and depends on several factors, such as, but not limited to the technology involved, project participants, local politics, and available funding.

During the project's required transition planning the participating agencies must decide on budget and funding mechanisms. At the same time, technology lines of demarcation should also be determined for those systems that will be used in the communications center and the emergency responders out in the field. The common lines of funding demarcation are detailed in the Technology Recommendation section.

Other factors to consider are whether the cost is eligible to be paid for using collected 9-1-1 fees, local contributions, and or grant funds. In some instances, field user equipment is provided by the communications center to entice an agency, agencies, or a discipline to participate in the consolidation project by providing them additional technology and functionality.



Table 26 – High-level Technology Budgetary Costs

High-level Technology Budgetary Costs							
System	Quantity	Individual Cost	Total Estimated Cost	Estimated Maintenance / Capital Budget			
System Furniture	7	\$17,500.00	\$122,500.00	\$12,250.00			
CAD Software	1	\$20,000.00	\$20,000.00	\$4,000.00			
CAD Hardware	1	\$250,000.00	\$250,000.00	\$50,000.00			
CAD Interfaces	10	\$10,000.00	\$100,000.00	\$20,000.00			
Mobile Data	4	\$30,000.00	\$120,000.00	\$24,000.00			
Hand-Held Device	4	\$10,000.00	\$40,000.00	\$8,000.00			
GIS Mapping	1	\$25,000.00	\$25,000.00	\$5,000.00			
9-1-1 Answering Equipment	0	\$0.00	\$0.00	\$0.00			
Telephony Network	1	\$35,000.00	\$35,000.00	\$7,000.00			
Administrative Phone System	1	\$25,000.00	\$25,000.00	\$5,000.00			



High-level Technology Budgetary Costs							
System	Quantity	Individual Cost	Total Estimated Cost	Estimated Maintenance / Capital Budget			
Master Clock	1	\$20,000.00	\$20,000.00	\$4,000.00			
Radio Dispatch Consoles	7	\$60,000.00	\$420,000.00	\$84,000.00			
Radio System Connectivity	1	\$100,000.00	\$100,000.00	\$20,000.00			
Logging Recorder	1	\$85,000.00	\$85,000.00	\$17,000.00			
Dispatch Protocol Software	1	\$95,000.00	\$95,000.00	\$19,000.00			
Security/Access Control	1	\$40,000.00	\$40,000.00	\$8,000.00			
Flat Panel Wall Displays	4	\$1,000.00	\$4,000.00	\$800.00			
Cable TV	7	\$500.00	\$3,500.00	\$700.00			
Audio Video Switching	1	\$50,000.00	\$50,000.00	\$10,000.00			
TOTAL			\$1,555,000.00	\$298,750.00			



Estimated maintenance/Capital Budget – estimated annual support and maintenance for the systems; if there are no support and maintenance expenses, or the expenses are less than the budgeted amount, then the funds can be used as a reserve fund for future hardware replacement cycles (e.g., servers, workstations).

The following assumptions were used in calculating the above budgetary estimates:

### 1. System Furniture

- a. All new system furniture will be needed for the seven estimated positions needed in the consolidated center.
- b. Seven positions will be installed with three dedicated to overflow, training, and a back-up to the other positions.
- c. The new system furniture will include furniture designed for 24/7 public safety operations and will include required power, cabling, and ergonomic features.

### 2. CAD Software Licensing

- a. It is anticipated that existing CAD workstation licensing at the current participating agencies can be migrated and used in the new consolidated center.
- This only includes costs associated with CAD workstation licensing and does not include licensing that will be required by the stakeholders.

#### 3. CAD Hardware

- a. This includes the new backroom solution that will be sized and configured to handle the required number of positions.
- b. A new backroom environment that includes enough redundancy to make certain no single point-of-failure exists. The new equipment will provide the full extent of and will include production server(s) that will be installed at the primary site with a redundant geo-diverse backup server installed off site.



- c. The CAD system will be designed to take advantage of current failover and other backup technologies that enable continued operation, notwithstanding single or multiple component failure that incorporates the current benefits of network virtualization.
- d. The system will provide minimum environments for production, testing/training, and disaster recovery.
- e. The cost includes new workstation equipment including ancillary equipment such as keyboards, monitors, and mice for the seven new positions.

#### 4. CAD Interfaces

- a. The cost includes the following interfaces.
  - ANI/ALI from conventional and IP-based 9-1-1 answering equipment including Phase II mapping and NG9-1-1 data
  - ii. Fire station encoding and alerting
  - iii. Emergency Dispatch Protocols/Software (EMD, EFD, EPD)
  - iv. Notification systems (text, email)
  - v. Electronic Patient Care Reporting
  - vi. Fire Records Management database
  - vii. CLETS/NCIC
  - viii. Master Clock
  - ix. IRIMS Handheld Devices
  - x. Data Warehouse

#### 5. Mobile Data

- a. The cost is for a redundant mobile data server.
- 6. Hand-Held Devices



a. The cost including server licensing for use of hand-held devices by the stakeholders.

## 7. GIS Mapping

a. The cost includes any server mapping licensing for CAD and mobile data.

### 8. 9-1-1 Answering Equipment

a. It is anticipated that current 9-1-1 answering equipment will be updated and migrated to the new communications center.

#### 9. Telephony Network

- b. This includes the cost to install and/or migrate the 9-1-1 circuits into the consolidated center.
- c. This includes the cost to install and/or migrate all existing ten-digit emergency and non-emergency telephone lines into the new facility.

#### 10. Administrative Phone System

a. This is the cost for a new administrative phone system needed for the center.

#### Master Clock

a. The new communications center will need a master clock solution.

### 12. Radio Dispatch Consoles

a. New radio dispatch positions will be installed at all positions.

#### 13. Radio System Connectivity

- a. This represents the cost required to connect the radio dispatch consoles and RF control stations to the various agency repeater sites.
- b. This includes the cost for any circuit connectivity needed to connect to the repeater sites.



 As noted previously, radio connectivity will be a complex problem to solve and there are many variables that will affect connectivity costs.
 Ideally connectivity will include both primary and backup connectivity to the radio system for each agency.

### 14. Logging Recorder

- a. A new logging recorder will be procured.
- b. Estimated cost is for a 64-channel logging recorder for phone and radio traffic.

### 15. Dispatch Protocol Software

- a. The new center will need to procure an approved EMD system.
- b. The new CAD system will include an interface to dispatch protocols.
- c. The cost for this functionality differs significantly from one vendor to another. Other less costly options may be available.

#### 16. Security/Access Control

a. Security access control will include equipment to monitor various facility cameras and provide the necessary security and access control needed for the communications center.

#### 17. Flat Panel Wall Displays

 These displays will be commercial grade flat panel capable of displaying camera feeds (e.g., PD, Town, Schools, Animal Control, Traffic, and ECC) and computer monitors (such as CAD and mapping)

#### 18. Cable TV

- a. Cable TV will be installed at all the system furniture positions and other areas of the facility to monitor news and weather.
- b. The system will provide connection to an ISP for internet.

#### 19. Audio Visual Switching



a. Switching equipment provides the ability to display various computer monitors on the flat panel wall displays.

## 8.3 Transition Costs

Often overlooked and difficult to quantify are the transitional costs associated with consolidation. Transitional costs are less tangible than facility and technology costs and are usually focused on areas involving the personnel or human resources. For the counties, City and Town, the transition costs will include the following:

- Maintaining existing spaces and systems for a pre-determined cutover timeperiod that may be a few days
- Staff commitment to review and development of standardized policies and procedures for the new consolidated center
- Paying overtime to allow transitioning staff to receive acclimation training,
   systems training, and cross-training immediately prior to consolidation go-live
  - This training includes use of any new technology, new standardized policies and procedures, and protocols
- Paying overtime to staff the existing PSAPs and consolidation center during live cutover
  - Transitioning workload one PSAP at a time is recommended to allow addressing any issues without impacting entire service area and agencies
  - Maintaining staff at each legacy PSAP while staffing the new consolidated center to allow a return to previous operations should the cutover not go as planned

The counties, City and Town should seek to bring on a Director early in the planning process. This position should have experience in transition planning and implementation and should have experience directing a consolidated center of similar size. The Director salary and benefits prior to cutover may be a shared cost among the participants to allow for bringing the Director on prior to an established consolidated center budget. An anticipated salary for a Director should be comparable to a department head. For projecting costs in this report, a salary and benefits value of \$95,000



The counties, City, and Town should anticipate and budget for approximately \$300,000 to cover the personnel costs associated with these transition activities. The addition of a Director would bring this amount to \$395,000.

# 8.4 Ongoing Operations Costs

Ongoing operational costs in a consolidated center for the counties, City and Town will include the following:

- Personnel costs: Director and operational staff's salary and benefits
- Recruitment, hiring and onboarding activities
- Training program for new hires and annual in-service for all staff
  - This may include certifications such as EMD, ENP and RPL; and professional organization memberships such as NENA and APCO
  - Materials, certification(s) for instructor(s), travel for state required certifications (POST)
- Quality Assurance program materials and training, maintenance/upkeep, performance

Other costs that may be associated with the ongoing operations of a consolidated center for the counties, City and Town include the following:

- Equipment such as headsets that may not be included in technology budget
- Office supplies
- Optional items such as uniforms

The annual ongoing operational costs for a consolidated center serving the counties, City and Town is estimated to be ~\$1,140,000. The breakdown of this estimate includes the following:

 Personnel Costs ~\$1,000,000 representing average/median salary and benefits value for 13 dispatchers, plus approximately \$95,000 for the Director salary and benefits.



- Training (includes POST certification, hiring and recruitment material and activities) ~\$20,000
- Quality Assurance ~\$5,000
- Equipment and office supplies ~\$5,000

# 8.5 Potential Savings

The costs of operating three independent PSAPs by the counties and the City is reported to be approximately \$3,000,000. This approximation was derived from the reported budgets for operating the entirety of the two Sheriff's Offices and the City Police Department. It is difficult to extract exact costs associated with dispatch, other than the personnel costs. The difficulty comes from the sharing of space, some technologies, services, and equipment. The space is specific to each and noted in Section 7, none of the existing spaces can accommodate the housing long-term of a consolidated center. However, the existing spaces do accommodate record keeping materials, storage, and support services for other activities of the parent agencies.

Removing the call taking and dispatching from each will pose different results. Extracting call taking and dispatching from Mono County will leave a space still in need and use for jail population oversight/management, plus Mono County is planning a new jail facility that would not require space and equipment for call taking and dispatching.

Removing the call taking and dispatching from Inyo County will leave space that can continue to be used for storage and office space for record keeping, or the agencies choice of space use.

Altering the City of Bishop's dispatch center to accommodate the call taking and dispatching for all participating agencies will require redesign of the current space to temporarily house the consolidated operation until such time as a new location is found.

There should be some savings or reallocation of use of space through removing call taking and dispatching from the county offices. Quantifying the amount of actual savings is not possible as the new use of those spaces is not yet known, and the cost to redesign/reconfigure the Bishop space is also not yet known. Note that costs associated with a new Bishop Police facility where the consolidated center may be housed in the future is also not yet known. Also not known is what contribution may or should be expected from the participants toward the cost of a new consolidated center space. Costs associated with this will include design, construction/renovation, and transition.



There will be cost efficiencies gained through streamlining the technology down from three locations to one, both for a single system (plus backup) and network reconfiguration. Maintaining singular systems will create cost efficiencies and potential savings for all involved. The amount of savings is not known until specific decisions are made regarding the systems to be used, then transitioned or replaced/upgraded.

Operational cost savings will be recognized through attrition and employee choices or agencies' needs to retain employees for record keeping and clerical duties. A consolidated operation is anticipated to initially require ten dispatchers and three working supervisors. This is a significant reduction from the total of 20-22 currently employed across the three PSAPs for call taking and dispatching purposes.

Note that the call taking, and dispatching function performed by Mono County for the County and Mammoth Lakes is performed by cross-trained corrections/custody officers. It is not likely that any of the Mono County staff will transition to a consolidated center based on the needs of the agency, specifically the jail, and the statements of the staff interviewed. This means that potential transitioning staff would come from Inyo County and the City of Bishop. Should the Inyo Sheriff's Office and Bishop Police need to retain staff for record keeping and clerical functions, then the new consolidated center may need to hire staff to bring the staffing level to the goal of 13 operational staff.

Another area of attraction to transitioning staff will be the three supervisor positions. It is an opportunity to career advancement among the operational staff. The Director should participate in the selection and placement process.

Other operational efficiencies for the new consolidated center will come from the support and infrastructure provisioned from the existing structures of the two counties and City. Participation and input should include the Town of Mammoth Lakes from key decision makers and department heads including support functions such as Human Resources.



### 9. Funding Mechanisms

The intergovernmental agreement discussed in Section 4.3.3 must include details of how and by whom the consolidated center is funded. To this, a funding model must be developed/proposed and accepted via the agreement by the founding entities. A fair and equitable funding model is desired, as is one that is sustainable and has an ease of use and understanding. *FE* recommends a simple four-way split of ongoing operational costs and a shared value of contribution for planning and transitional, and ongoing support functions. The following lays out considerations and forecasts of how this would be accomplished.

The largest component of the consolidated center's budget is personnel costs. This is mostly due to facility and infrastructure support needs potentially being provided by the participating entities. A shared responsibility and therefore shared cost model are best for similarly sized agencies desiring to merge services.

For the sake of planning and projections, we will apply estimated values to the space and infrastructure as follows:

Facility space estimated for four consoles at 125 square feet allowance per console that includes hallways and adjacent space, plus ~100 square feet for Director office space, storage, and supplies. A new construction value of ~\$150 per square foot is applied to project space valued at \$90,000. Ongoing maintenance of said space is estimated annually at \$1,000. Renovation costs cannot be projected without knowing exactly what is being renovated. Using these estimates, an initial shared transition cost of \$22,500 from each of the founding entities, and ongoing shared cost of \$250 annually by each of the founding entities. This ongoing value should be validated and altered once new construction occurs in Bishop. This value should be applied to calculating Bishop's contribution to the consolidation ongoing operational budget.

The support infrastructure values should be determined by how much staff hours are dedicated to the support of the consolidated center. To estimate these costs let us first look at the human resource structure support potentially to be provided by Inyo County. Transition activities of developing pay and class of the consolidated center's staff should be a shared effort by all four participating municipalities' human resource departments. Decisions regarding personnel costs (classification, salary, and benefits) should include appropriate inclusion of union representatives. There is the possibility that some employees will need to be grandfathered into the new operation due to topped out salary or inequitable benefits transition option(s). For those transitioning or new employees that



fit into the new pay and class system, Inyo County human resources will be able to include them in their payroll system and support their benefits package and retirement based on the decisions and input by the founding entities. This planning and transitional support may represent about 10-15% of human resource staffs' time for a period of two months. Once the consolidated center is cutover, the ongoing human resources support directly from Inyo County will shrink to .5-1% of their time annually. The value of this time and resource commitment should be quantified for use in calculating Inyo County's contribution to the consolidation ongoing operational budget.

Quantifying the value of the technical support potentially to be provided by Mono County will follow a similar plan path in that transitional support will be extensive and involve input and contribution from all participating entities. Mono technical staff can anticipate dedicating from 20-25% of their time to the planning and implementation of technology (equipment, systems, and networks) transition, replacements/upgrades, streamlining, and coordinating with CalOES' 9-1-1 Office. Once these systems, equipment and networks are in place at the consolidated operation, the Mono County technology team may expect to dedicate approximately 10% (fluctuating in time of need) of their time to ongoing support. The value of this time and resource commitment should be quantified for use in calculating Mono County's contribution to the consolidation ongoing operational budget.

A rough order of magnitude (ROM) estimate of ongoing operational costs is just under \$1mil, then the founding entities should plan/budget for contributing \$250,000 annually. Keep in mind that this is representative of an equal contribution method since all participating agencies have similar workloads based on the balance between call volume, jurisdictional boundaries, cost per call. Meaning that where call volume is higher in the more populated areas, and lower in more rural areas – the more rural areas require more extensive support in locating and responding to calls, while the more populated areas have shorter response times. Also, the larger jurisdictional coverage areas provide dispatch services to multiple agencies and tribal entities.

Balancing the contribution method for funding the operational budget protects the consolidated center and its customer base from fluctuating budget processes and factors that may be present or result from workload-based formulas. Maintaining a four-way split of costs saves money overall for the counties, City, and Town, and avoids the perception or reality of any entity paying more for the same service.



### 10. Non-Dispatch Tasks/Municipal Services

A primary concern expressed by municipalities is the potential loss to the community of 24/7 access to public safety agencies. While the method of service delivery may change, the community could still have 24/7 access to public safety agencies. All 9-1-1 calls will be received by a regional center where local public safety agencies will be dispatched. Administrative calls would be processed much as they are now. Citizens can visit an agency or call phone lines dedicated to administrative calls during regular business hours. After business hours, the public may need to be redirected to the regional center, as appropriate, for issues that require immediate attention or directed to appropriate voicemail for specific administrative questions or concerns.

The location and setup of the current PSAPs in Mono and Inyo counties avoid direct public access and are therefore not expected to handle walk-in requests from the public. Both are in and operated by their respective Sheriff's Offices. The City of Bishop PSAP is in the Police Department and is tasked with addressing walk-in requests.

As is commonly found in smaller PSAPs, the staffs perform a variety of duties in addition to those related to the receipt and processing of 9-1-1 calls and the dispatch of field personnel. The participating agencies have non-emergency communications-related ancillary duties. Some of these duties, such as sending animal control or notifying public works, may be provided by a regional center, but many of the duties will not. How the duties that remain with each municipality are absorbed and who performs the duty is often of primary concern to those considering a regional PSAP. If additional staff must be hired within the municipality to perform these duties, then any potential cost savings realized because of the regionalization effort will be reduced. Each agency will need to evaluate these tasks and decide if they really need to be provided in the same manner as exists today or if they can be discontinued or provided in a manner that does not require afterhours staffing.

The dispatchers are all tasked with answering administrative calls for police, fire, or other municipal needs, which are routed or transferred accordingly. During normal business hours, most agencies will want someone to perform the administrative duties that are currently performed by the 9-1-1 dispatcher. Clerical work, filling overtime or detail requests, permits, fleet maintenance records, lost and found, burn permits, and reports are all functions that the current staffs may perform, and are examples of duties that should not transition to a regional center 9-1-1 center.



### 11. Transition Plan and Timeline

The transition plan for the consolidation of public safety communications service for the two counties, the City, and the Town, is best outlined in phases and steps. These phases and steps are outlined as follows with notation for sequential and concurrent tasks or activities.

#### Phase 1 – Planning

Timeline – Three to Six Months

Step 1 – Using this report as a guide, the four founding entities should first determine and formalize the relationship. If following the recommendation of a JPA, *FE* recommends using an existing shared services agreement as a template for developing the agreement format. Content should include all that is detailed in Section 4.3.3.

Step 2 – Concurrent to the agreement, the participating agencies should determine representation on the JPA Board as recommended in Section 4. This representative structure and appointments must be memorialized in the IGA.

Step 3 – Once the IGA forming the JPA s in place, and the Board if formalized, then Board members should address decisions as noted in this report regarding location, organizational framework, support structures, staff transition planning, and the search for a Director.

- Identifying a suitable candidate and hiring a Director in the Planning phase will allow that person to lead the project to program transition for all aspects of the consolidation
- The Director would provide progress reports and roadblocks, and risk mitigation strategies to the Board and participate in problem solving with the agency heads planning the transition

Step 4 – Following these key decisions, the Board should make assignments/delegate tasking to begin developing corresponding detailed planning documents that address the physical transition (space/facility), the organizational changes (human resources, union contracts impact), the technology changes (Section 6.5), and the operational programs (standardizing policies, procedures, and protocols, hiring, training and QA program development).



Note that coordination and direct oversight of these critical activities should be provided by the Director if hired on prior to the Board beginning this step.

#### Phase 2 – Transition and Implementation

Timeline – Six Months

Step 1 – Once the primary planning components are in place, and following the execution of the JPA IGA, the Board, the Director, and operational staff as needed and available, should begin executing the transition plan by engaging the console furniture vendor for Bishop to reconfigure the space to accommodate a fourth console position.

Engage technology support in Bishop, the counties, and the Town to determine needs for fully equipping the existing third console and new fourth position. Once the technology needs concept is developed, work with the Mono County Information technology staff to plan the physical transition, as needed, and replacement acquisitions and implementations as needed, as well as the network reconfiguration. Transition the technology support fully to the Mono Information Technology department.

The Director (or Board if Director is not yet on board) should facilitate meetings with the Human Resources staffs of each of the four participating municipalities to develop the pay and classification structure needed for the new consolidated operation. Include, where appropriate, union representation in these meetings.

Once the pay and classification structure concepts are developed, work with the Inyo County Human Resources department to add these positions and support activities (e.g. payroll and benefits management) to their workload.

The Director and Board should flesh out a detailed schedule for the planned physical, organizational, and operational, transitions. Also, of importance during this phase, is to maintain an action items log for tracking responsibilities and progress, and a risk log for tracking issues identified in this report and others that will arise, include how they will/plan to be addressed.

### Phase 3 – Training

Timeline – Three Months

Concurrent to the Planning, Transition and Implementation activities, the Director, Board, and staff, should begin finalizing the transition training plan and the ongoing operations training program contents and methodology.



Near the end of the transition and implementation activities the Director, Board, and staff, should begin scheduling training based on developmental need among the transitioning staff, and any new hired staff. This training must include any systems training, cross-training for the disparate agencies, and acclimation training for new/revised, policies, procedures, and protocols.

The training schedule must align with cutover with little to np gap between the last training sessions and the physical cutover in the new center.

A testing plan should be developed by the technical support staffs, led by the Director and Mono County IT. This plan should include appropriate input and support from technology vendors and service providers. This plan must include failover and backup plans.

#### Phase 4 – Cutover

Timeline – One Month (note concurrent planning activities)

Cutover planning should run concurrent with all previous phases and tasking. This plan should be flexible and evolve with decisions, acquisitions and lead times for space readiness and availability for occupancy, technology transition or installation, and organizational and operational planning activities.

The goal cutover date should have a fall back plan and capability to fall back to the existing PSAP configuration should there be an issue that creates a roadblock to transition. With flexibility of multiple goal dates and fallback plans, each PSAP should transition one at a time over a period of hours or days depending upon the confidence of the Director, Board, and support staff, in the readiness of the center and staff.

The testing plan developed in the transition phase should accompany and address every technical component of the new center, to include all automated systems, backup/failover, power, and utilities feeds to include internet, batteries (UPS), and generator. All technical support staff and vendors as appropriate, should contribute to this plan, and where possible be present at cutover.

Leave the existing centers staffed and operating for a pre-determined amount of time – at least three hours. Once all have transitioned and the new center has operated without fail and passed all testing of systems, then the existing PSAPs can be shut down.

#### Phase 5 – Post Cutover



Timeline – One Month

Post cutover is a period of days or weeks whereby the Director and technical support staff monitor the systems, network, and equipment, for any issues with features, functions, speed, or mechanical issues. The Director will also monitor staff acclimation to the new center, new policies, procedures, and protocols. The Director and Board should also canvass the served agencies to make certain there are no issues with the transition impacting their ability to respond to their respective communities.



### 12. Risk Analysis

Risk is associated with any public policy change and are certainly attached to a change to how public safety services are delivered. Emergency call taking and dispatching is the core of public safety response and as such tends to be localized and in alignment with the local agencies. Understanding that local public safety response does not require local call taking and dispatching. The counties and City are like most local service models across the country. The similarity does not stop at the local base but continues into the fact that most are also owned and operated by law enforcement agencies. With the advent of NG9-1-1, public expectation for achieving what NG9-1-1 brings in the way of any device, and the costs associated with same, localized call taking and dispatching is being considered more frequently to be ripe for transitioning to a shared service model.

The risks that the counties, City and Town may face during this consolidation initiative include the loss of a participant(s), the expansion and growth and costs appearing beyond what was planned for, and potential for not achieving service level goals and impact of same on the new operation.

The loss of a participant(s) would make it difficult to move the consolidation forward in a manner that would have provided savings, efficiencies, and service improvements, as planned with the four founding entities. A consolidation of the remaining participants would still net efficiencies and service improvements. For example, if one of the counties chose not to participate, the remaining county, City, and Town could continue. If the City chose not to participate, the two counties and the Town could continue. If the Town chose not to participate, the Town would have to establish its own PSAP which would be a costly endeavor and not advisable, nor desirable from the perspective of CalOES 9-1-1 Office roll out NG9-1-1 ESInet and core services.

A continuation of consolidation without one of the counties or without the City would be more costly for the remaining participants. Depending on the lost partnership the remaining participants would have to either determine where to house the operation or how to provide technical and human resource support. *FE* recommends evaluating any change in the number of participants, particularly for cost sharing and support services changes during the consolidation planning process.

The expansion and growth and costs appearing beyond what was planned for provides risks to the founding entities in the planning and implementation phases and in the ongoing operations of the center. While this report provides estimated costs and planning guidance, true costs will not be fully known until specific decision are made regarding



governance, funding, and support mechanisms. The projected capacity of the consolidated operation is based on reported workloads of the participating agencies. If the source data is not accurate, or if there is an unaccounted-for workload impact, then the physical and organizational sizing will not be accurate. **FE** recommends recalculating the space, staff, and technical needs several times during the planning process.

The risk of not achieving service level goals has an impact the credibility of the new operation and significant impact on the served agencies. The public safety agencies are pursuing consolidation for service level improvements that include situational awareness, shared and reduced costs, standardized protocols, and interoperable data. Should the consolidated center not be able to attain and sustain these service levels, the served agencies will have cause to dissolve the relationship. Dissolution of this type of relationship/agreement, is costly and politically destructive to the relationships moving forward. **FE** recommends documenting service level requirements (expectations and goals) in the intergovernmental agreement. **FE** also recommends that the Board include attaining and sustaining these goals as a requirement (expectations and goals) within the job description of the Director.



### 13. Conclusion

**FE** recommends that Mono and Inyo Counties, the City of Bishop, and the Town of Mammoth begin planning a transition to a consolidated regional PSAP. The benefits, disadvantages, costs and potential long term cost savings, and mitigation of risks, are all to be considered by the deciding stakeholders. This endeavor will be a legacy to all and if achieved, will provide consistent and improved service to the communities, response agencies, and visitors of the counties, City and Town.

It is critical to the initiative that momentum is maintained. Therefore, the activities detailed in the Transition Plan, Section 11, should begin as soon as possible. The most important step will be the formation of the authority and the memorializing of same via an IGA.

Integral to the success of this initiative is the buy-in by all stakeholders. Maintaining communications with all impacted and including their input and skills in the process will bolster the communities' confidence in this initiative.





### REGULAR AGENDA REQUEST

■ Print

MEEIIN	GDAI	E Apri	ii 15, 2025
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Time

TIME REQUIRED

SUBJECT Correspondence Sent - Request for

Appropriations for Insufficient ERAF/VLF Backfill Amounts

PERSONS APPEARING BEFORE THE BOARD

### **AGENDA DESCRIPTION:**

(A brief general description of what the Board will hear, discuss, consider, or act upon)

Two executed letters sent to the Senate and Assembly Budget Subcommittee regarding the request of appropriations for insufficient ERAF/VLF backfill amounts in Mono County.

RECOMMENDED ACTION:
FISCAL IMPACT:
CONTACT NAME: PHONE/EMAIL: /
SEND COPIES TO:
MINUTE ORDER REQUESTED:  YES ☑ NO
ATTACHMENTS:
Click to download
Click to download

**Approval** 

Who



### BOARD OF SUPERVISORS COUNTY OF MONO

P.O. BOX 715, BRIDGEPORT, CALIFORNIA 93517 (760) 932-5530 BOS@mono.ca.gov
Queenie Barnard, Clerk of the Board

April 7, 2025

The Honorable Sharon Quirk-Silva, Chair Assembly Budget Subcommittee No. 5 1021 O Street, Suite 4210 Sacramento, CA 95814

Re: Item 9210: Local Government Financing

Request Appropriation for Insufficient ERAF/VLF Backfill Amounts in Mono County

Dear Assembly Member Quirk-Silva:

On behalf of the Mono County Board of Supervisors, I write to respectfully urge your consideration for including an appropriation to backfill the insufficient ERAF amounts in our County. The Governor's proposed 2025-26 state budget, regrettably, does not include a backfill of these funds, which will significantly impact local programs and services. In total, we respectfully request \$ 3,555,973 to backfill our losses due to lack of sufficient funds in our ERAF to fully fund the VLF Swap in 2023-24. Without these resources, we – and other counties facing the same circumstance – will not only be treated differently than the remaining counties in the state, but will face greater challenges in managing our expanding state-mandated obligations.

In 2004, a state budget compromise between the state and its counties and cities was struck to permanently reduce taxpayer's Vehicle License Fee (VLF) obligations by 67.5 percent. The VLF had served as an important general purpose funding source for county and city programs and services since its inception. In exchange for this revenue reduction, the state provided counties and cities with an annual in-lieu VLF amount (adjusted annually to grow with assessed valuation) to compensate for the permanent loss of VLF revenues with revenues from each county's Educational Revenue Augmentation Fund (ERAF); this transaction became known colloquially as the "VLF Swap." The 2004 budget agreement made clear that excess ERAF funds – shifted property tax revenues that were not needed to fully fund K-14 schools – would not be used to fund the in-lieu VLF amount. Further, the Legislature and Administration agreed to a ballot measure – Proposition 1A – that amended the Constitution to ensure that future shifts or transfers of local agency property tax revenues could not be used to pay for state obligations. That November, Proposition 1A was approved by 83.7 percent of voters.

Legislation to implement the VLF swap carefully and purposefully identified the sources of funds that were available to pay the state's in-lieu VLF obligation: ERAF distributions to non-basic aid schools and property tax revenues of non-basic aid schools. Proposition 98 ensures that state funds are provided to those schools to meet their constitutional funding guarantee, so they do not experience any financial loss. However, in those instances where there are too few non-basic aid schools in a county from which to transfer sufficient funds to pay the state's in-lieu VLF obligation, the state has historically provided annual appropriations to make up for the revenue shortfalls.

The Governor's 2025-26 proposed budget failed to include funds to ensure that Mono County was held harmless for losses associated with the VLF Swap. Without backfill, we – through no fault of our own – will endure a significant reduction in general purpose revenue that will directly affect the provision of local programs and services in our small rural community, at precisely the time when we are being asked to do more. We recognize that the state is facing a severe fiscal shortfall; however, even these small amounts have an outsized impact in our community. As a result, we respectfully urge you to consider appropriating funds for this purpose.

Sincerely,

**Lynda Salcido (Apr 7, 2025 21:47 PDT)** 

Lynda Salcido Board Chair Mono County Board of Supervisors

Cc: Mono County Board of Supervisors

Members and Consultants, Assembly Budget Subcommittee No. 5

The Honorable Marie Alvarado-Gil, California State Senate District 4

The Honorable David Tangipa, California State Assembly District 8

Chris Hill, Principal Program Budget Analyst, Department of Finance

Pat Blacklock, Rural County Representatives of California

Catherine Freeman, California State Association of Counties



### BOARD OF SUPERVISORS COUNTY OF MONO

P.O. BOX 715, BRIDGEPORT, CALIFORNIA 93517 (760) 932-5530 BOS@mono.ca.gov
Queenie Barnard, Clerk of the Board

April 7, 2025

The Honorable Christopher Cabaldon, Chair Senate Budget Subcommittee No. 4 1021 O Street, Suite 7320 Sacramento, CA 95814

Re: Item 9210: Local Government Financing

Request Appropriation for Insufficient ERAF/VLF Backfill Amounts in Mono County

#### Dear Senator Cabaldon:

On behalf of the Mono County Board of Supervisors, I write to respectfully urge your consideration for including an appropriation to backfill the insufficient ERAF amounts in our County. The Governor's proposed 2025-26 state budget, regrettably, does not include a backfill of these funds, which will significantly impact local programs and services. In total, we respectfully request \$3,555,973 to backfill our losses due to lack of sufficient funds in our ERAF to fully fund the VLF Swap in 2023-24. Without these resources, we – and other counties facing the same circumstance – will not only be treated differently than the remaining counties in the state, but will face greater challenges in managing our expanding state-mandated obligations.

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Sincerely,

Lynda Salcido (Apr 7, 2025 21:47 PDT)

Lynda Salcido Board Chair Mono County Board of Supervisors

Cc: Mono County Board of Supervisors
Members and Consultants, Senate Budget Subcommittee No. 4
The Honorable Marie Alvarado-Gil, California State Senate District 4
The Honorable David Tangipa, California State Assembly District 8
Chris Hill, Principal Program Budget Analyst, Department of Finance
Pat Blacklock, Rural County Representatives of California
Catherine Freeman, California State Association of Counties



### REGULAR AGENDA REQUEST

Print

MEETING DATE April 15, 2025

Departments: Clerk of the Board

TIME REQUIRED 20 minutes

SUBJECT Mammoth Hospital North Wing

Project Update

PERSONS APPEARING BEFORE THE

BOARD

Tom Parker, Mammoth Hospital CEO

#### **AGENDA DESCRIPTION:**

(A brief general description of what the Board will hear, discuss, consider, or act upon)

Presentation by Tom Parker, Mammoth Hospital CEO regarding the Mammoth Hospital North Wing Project.

RECOMMENDED ACTION:  None, informational only.
FISCAL IMPACT: None.
CONTACT NAME: Danielle Patrick PHONE/EMAIL: 7609325535 / dpatrick@mono.ca.gov
CEND CODIES TO

#### **SEND COPIES TO:**

#### **MINUTE ORDER REQUESTED:**

☐ YES 🔽 NO

#### **ATTACHMENTS:**

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**Presentation** 

#### History

TimeWhoApproval4/7/2025 4:20 PMCounty CounselYes4/3/2025 4:36 PMFinanceYes4/7/2025 5:05 PMCounty Administrative OfficeYes

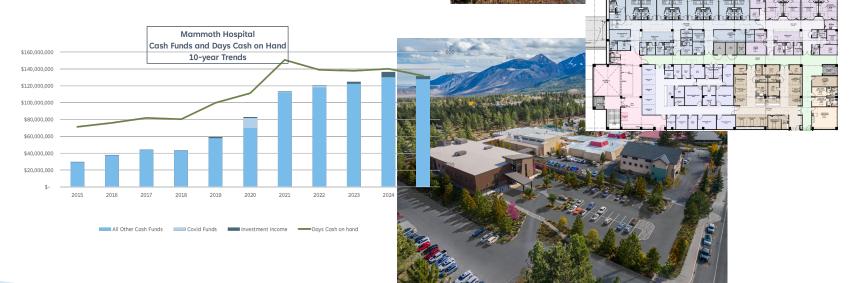


### **Overview**

- History and Purpose
- Milestones
- Design
- Financing



- Functionality
- Affordability
- Durability
- Consistency
- Sustainability
- Aesthetics





### **History**

- Mammoth Hospital opened in 1978 (Bldg. A)
  - Two ICU rooms
  - Six double occupancy MedSurg rooms
  - One single occupancy MedSurg room
- In 1994 SB1953 became law requiring all California general acute care hospitals to meet structural and non-structural seismic requirements. Deadline is January 1, 2030







# **History**

- Previous replacement and seismic compliance efforts were delayed:
  - Scope Growth
  - Other Major Projects (EMR, Clinics, EE Parking)
  - Cost and Escalation
  - Cash Reserves
  - COVID
- Building is outdated:
  - Double Occupancy
  - Worn
  - Dim
  - Cramped



**Patient Room** 





Nurse Station and Hallway



Physician Workstation



### **Project Principles**

Concepts guiding our planning, and directives regarding design provided to the design-build group

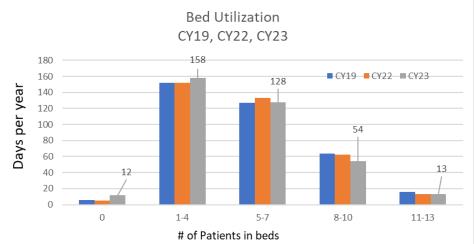
- Functionality
- > Affordability
- Durability
- Consistency
- Sustainability
- Aesthetics



### **Functionality**

MMOTH HOSPITAL





The creation of both private and semiprivate rooms the North Wing will provide patients, families, and staff with ample room during inpatient stays while offering the flexibility in some rooms to have two patients in times of high census. The capacity for Medical/Surgical and ICU inpatients will go from 15 to 18 to allow for projected modest growth of inpatient care.

### **Functionality**



The creation of the Outpatient Services
Center (OSC) provides expanded capacity
for outpatient services that are expected to
be the area of continued growth for
healthcare. The OSC will allow for the
centralization of dispersed services
occurring in the hospital and clinics and
pave the way for future expansion of surgical
services with the relocation of the PostAnesthesia Care Unit.

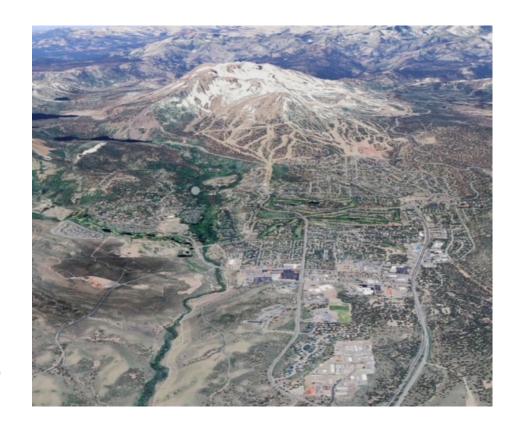
Endoscopy volume has grown from 197 cases in FY2014 to 637 in FY2024.



# **Functionality and TOML Growth**

The Town of Mammoth Lakes is experiencing a boom in projects underway and planned which will bring more residents and guests to the community:

- The Parcel: 580 new residences per master plan.
- Limelight Mammoth: 15 new residences (condo) and 149 new hotel beds.
- Rockspring: 118 new residences (condo)
- Residence Inn Boutique Hotel by Marriott: 101 guestrooms
- Mammoth Hotel (Sierra Center Mall): 164 guest rooms
- Main Lodge Redevelopment: 209 resort residential units and up to 250 lodging units distributed between several locations





# **Affordability**



The size of the building and the services found therein are driven by:

- What is needed to move departments that are required to be in seismically compliant space.
- Create operational adjacencies that optimize patient flow and the interdependency of departments' staff and supplies.



# **Durability**



The North Wing will be in compliance with California's seismic code and the 2030 deadline for rural hospitals.

It will also be built to well-withstand the winters of Mammoth Lakes.





# Consistency

AMMOTH HOSPITAL
Elevate Your Health



### Sustainability



The project will use environmentally friendly materials.

Efficient HVAC and lighting systems, more windows, and improved insulation will reduce energy consumption.

Selected materials will reduce or eliminate volatile organic compounds (VOCs) and "red-list" chemicals.

Landscape will be designed with low-water-use native plants.



### **Aesthetics**



The building will be visually and acoustically appealing to provide a calming and beautiful environment for healing and working. It is also expected to help attract and retain staff who want to work in a modern well-designed and equipped facility. It need not be more than that, and direction has been given to the architects to be modest in design and materials.









### Milestones

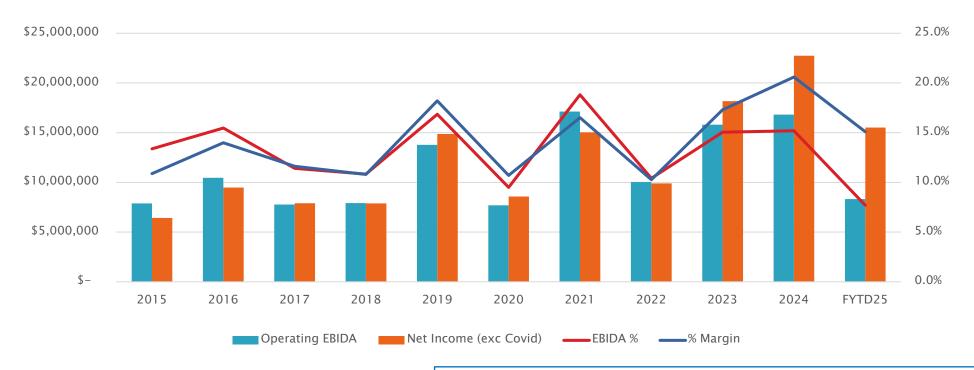
- Request for Qualification (RFQ) Timeline
- > Request for Proposal (RFP) Timeline
- Bid Proposal and Validation Process
- Design Revision
- Value Engineering
- Cost:
  - ➤ Guaranteed Max Price \$131m
  - ➤ Non-GMP Costs \$20m





### **Financial Trends**

Income and Income Percentages
10-year Trend

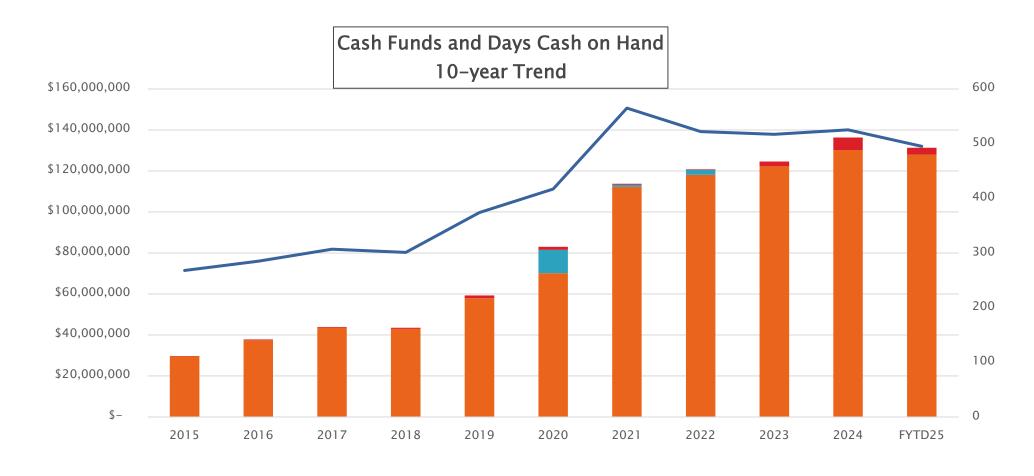


### S&P credit rating at A-/Stable - rating in June 2024

"Mammoth again generated solid financial performance despite ongoing industrywide operating challenges and expense pressures, with healthy operating margins, growth in unrestricted reserves, and a trend of delevering."



### **Cash Trends**



Investment Income

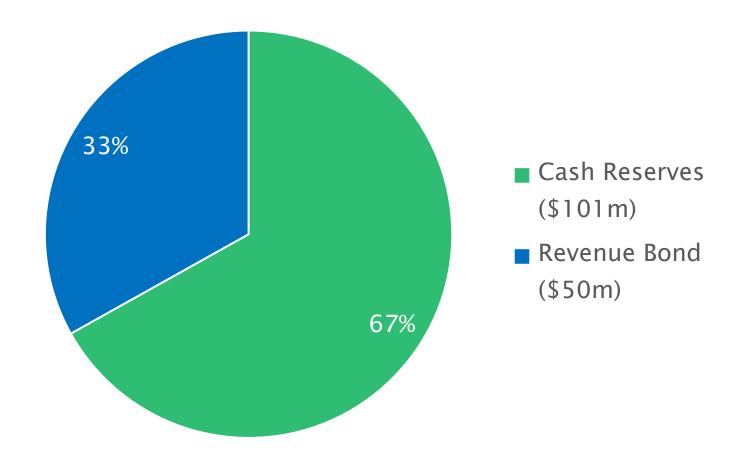
——Days Cash on hand

Covid Funds

All Other Cash Funds



# **Funding Sources**









### REGULAR AGENDA REQUEST

■ Print

MEETING DATE April 15, 2025

**Departments: Emergency Management** 

TIME REQUIRED 30 minutes

SUBJECT TSS Consultants Update on Biomass

Facility

PERSONS APPEARING BEFORE THE Fred Tournatore, TSS Consultants

BOARD

#### **AGENDA DESCRIPTION:**

(A brief general description of what the Board will hear, discuss, consider, or act upon)

Presentation by Fred Tornatore, TSS Consultants, regarding the Biomass Facility.

#### **RECOMMENDED ACTION:**

None, informational only. Provide any desired direction to staff.

#### **FISCAL IMPACT:**

None.

**CONTACT NAME:** Chris Mokracek

PHONE/EMAIL: 7609244633 / cmokracek@mono.ca.gov

#### **SEND COPIES TO:**

#### **MINUTE ORDER REQUESTED:**

TYES VO

#### **ATTACHMENTS:**

Click to download

Presentation

#### History

 Time
 Who
 Approval

 4/8/2025 9:31 AM
 County Counsel
 Yes

4/3/2025 4:35 PM Finance Yes

4/8/2025 9:42 AM County Administrative Office Yes

# Update for the Pre-Development Work for the Mammoth Bioenergy Facility.



Fred Tornatore
Chief Technical Officer
TSS Consultants
fatoxic@tssconsultants.com
916.601.0531

April 16, 2025



# What is Trying to Be Solved?

Catastrophic Wildfire





Forest Health



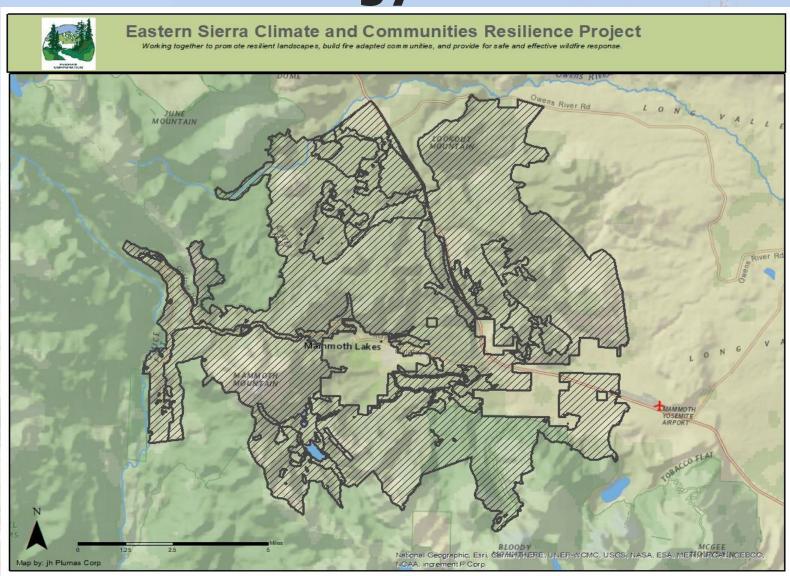
Reduction/Elimination of Open Burning Emissions





# Long-Term Solutions w/Emphasis on Bioenergy

The Eastern Sierra Climate & Communities Resilience Project (ESCCRP) has begun implementing ecological forest restoration on over 55,000 acres and hopefully that's not all





# **Status as of 4/1/2025**

- Site visit in October with Stakeholders and Board of Supervisors
- Meetings with various local agencies and interested parties, such as the Planning Department, Air District, Town of Mammoth Lakes representatives
- Continuing interconnection process with Southern California Edison for power grid connection via the Casa Diablo Electrical Substation
- Some delay in the last few months due in part to continued grant funding uncertainties, which now seem resolved
- Request by Mono County CAO for discussion of bioenergy facility and air quality



# Wildfire and Open Burning Emissions





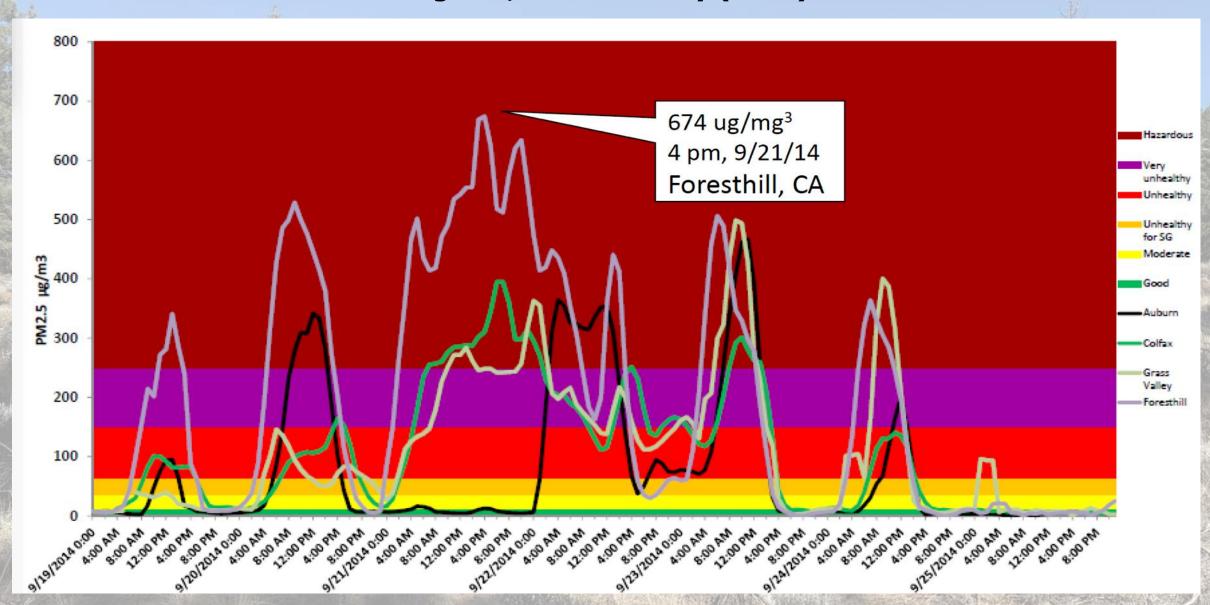
# Implications of Wildfire and Open Burning Emissions on Health

- Fine Particulate Matter (PM2.5) Exposure Inhalation of fine particles can penetrate deep into the lungs, causing respiratory and cardiovascular issues.
- Volatile Organic Compounds (VOCs) Emitted during combustion, VOCs can irritate the eyes, nose, and throat and contribute to long-term health effects, including cancer.
- Polycyclic Aromatic Hydrocarbons (PAHs) These toxic compounds are formed during the burning of organic matter and are known carcinogens with potential for long-term health impacts.
- Aggravation of Pre-existing Conditions Wildfire smoke can exacerbate asthma, chronic obstructive pulmonary disease (COPD), and other respiratory or cardiovascular conditions.



# **Air Quality Impact**

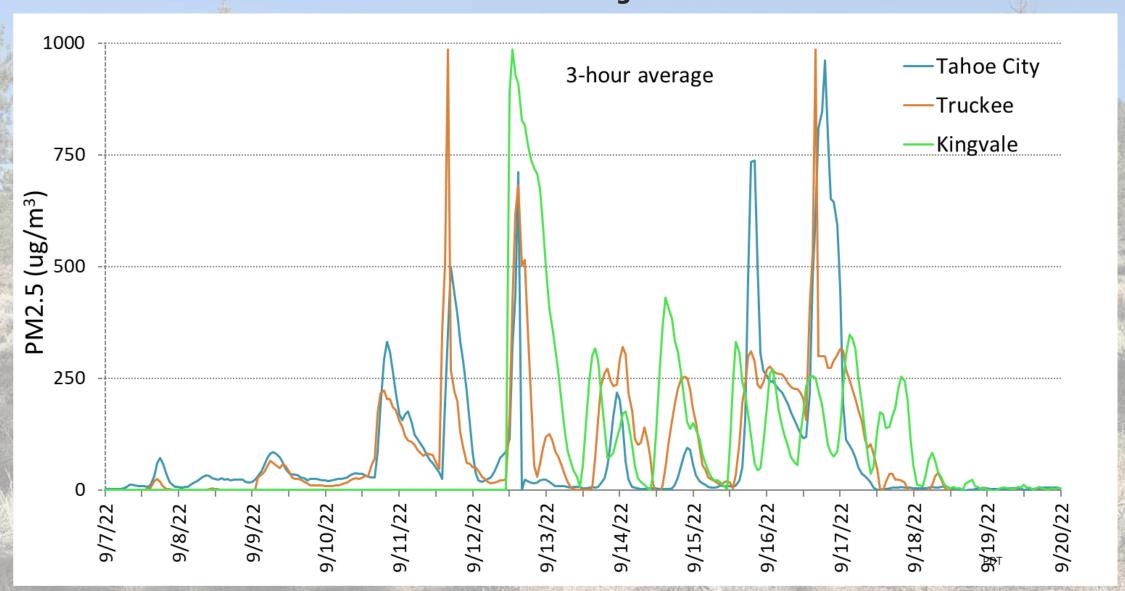
**King Fire, Placer County (2014)** 





## Mosquito Wildfire Placer County (2022)

**Ambient PM2.5 During Fire** 





# **Criteria Air Pollutant Comparison**

(Marie 17 18 18 18 18 18 18 18 18 18 18 18 18 18		1000	70.NM	REPORT A LAT. V
	VOC	NOx	PM10	PM2.5
		tons (x	1,000)	
Mosquito Wildfire (approx. 14 days)	44.0	2.2	29.6	26.6
Placer County (all 2023)				
Total	5.8	4.0	6.4	2.3
Stationary	The second		4	
Stationary	1.4	0.4	0.7	0.4
Area-wide	2.2	0.2	5.3	1.8
Mobile				
On-road	0.8	1.4	0.3	0.1
Off-road	1.3	1.9	0.1	0.1

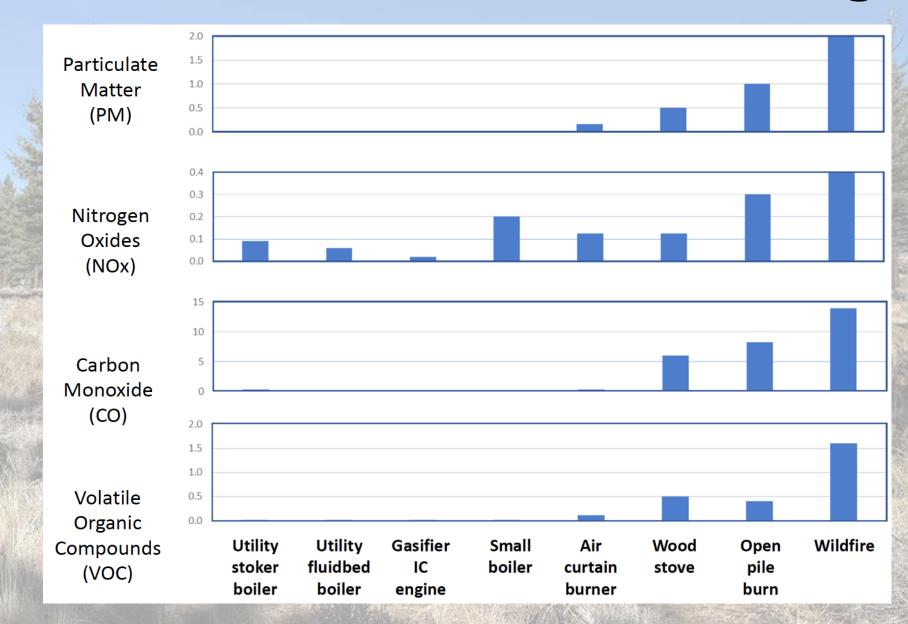


# Greenhouse Gases Comparison

ns (x1,000,000)
3.7
2.
5.8

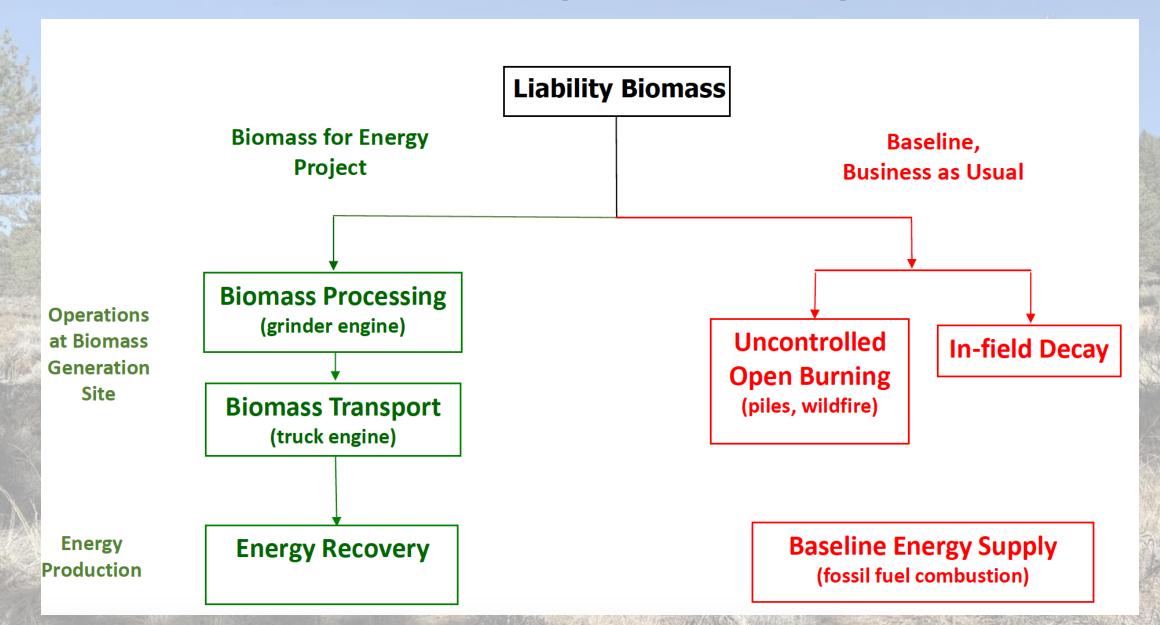


# **Air Pollution from Biomass Burning**





## **Emissions Accounting for Bioenergy System**





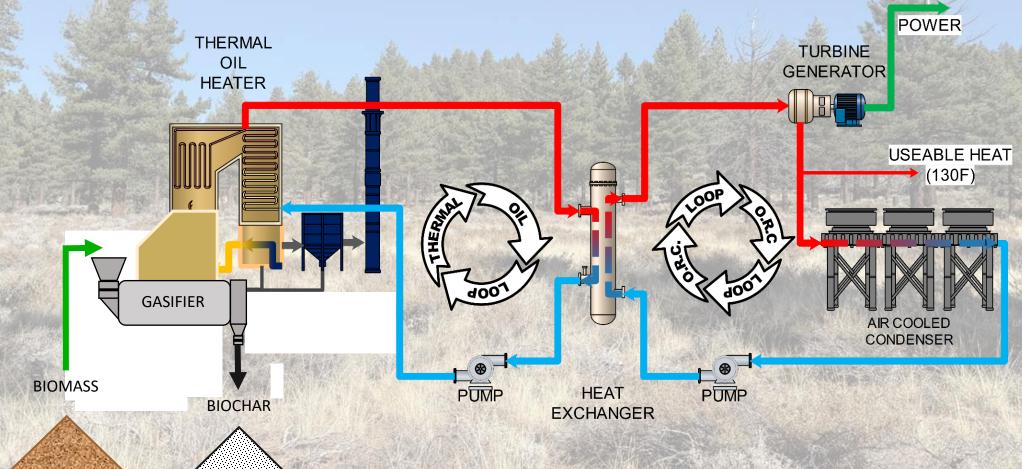
# Open Pile Burning Alternative in the Mammoth Region

Pollutant	Annual emissions treating 7,000 acres (tons/yr.)	Annual emissions treating 12,000 acres (tons/yr.)	Non- biogenic (tons/yr.)	Total Project emissions (tons)	No Action Alternative wildfire burn emissions (tons)
СО	13,576	23,273	0.390	104,352	252,422
NOx	117	200	0.298	924	2,381
VOCs	3,249	5,569	nil	25,244	74,609
SO <sub>x</sub>	152	260	0.001	1,180	2,858
PM <sub>10</sub>	2,477	4,247	0.002	19,279	59,483
PM <sub>2.5</sub>	2,020	3,463	0.001	15,588	38,105
CO2e	194,370	333,205	107.1	1,520,586	3,807,177

Table from the Air Quality Specialist Report for the ESCCRP Project EA
Prepared for the Inyo National Forest, Mammoth District by Don Schweizer, USFS Air
Resources Specialist.

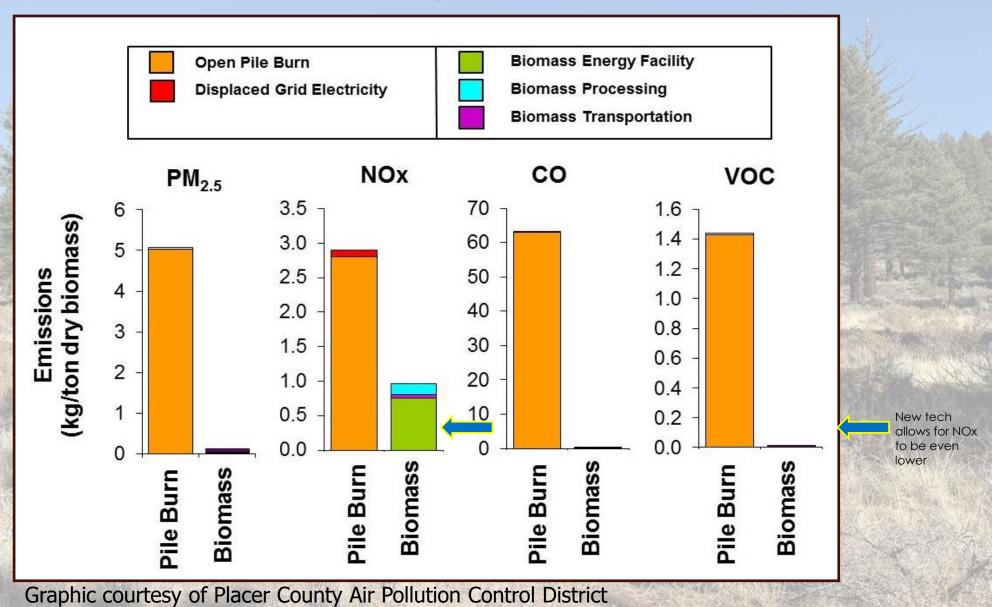


# State of the Art Bioenergy Technology



# Dpen Pile Burn v. Bioenergy Controlled Environment

Biomass to
Electricity
reduces
criteria air
pollutants
from both
open burning
and wildfire
emissions





# Multi-Pollutant Control Technology for Bioenergy Facility Using Wood as Feedstock

	PM / Dust	NOx	Acid Gases	VOC & HAPs	Dioxins & Furans	Hg & Heavy Metals
Multi-Pollutant Control Technologies						
Non-Catalytic Ceramic Filter System	>99%	-	>95%	>95%	>95%	>95%
Catalytic Ceramic Filter System	>99%	>95%	>95%	>95%	>95%	>95%
Baghouse-To-Ceramic Retrofit Conversion	>99%	>95%	>95%	>95%	>95%	>95%
ESP-To-Ceramic Retrofit Conversion	>99%	>95%	>95%	>95%	>95%	>95%

Source: Precision Partners, Inc. Newport Beach, CA



# **Air District Oversight**

- Permit to Operate issued and enforced by Air District
- Emission limits
- Recordkeeping and reporting
- Monitoring
- Biomass fuel feedstock limitations
- Stack emissions source testing by independent contractor
- Unannounced inspections
- Health risk assessment
- Comply with state and federal requirements



## **Peer Reviewed Technical Journal Publications**

#### Research Article

#### Forest biomass diversion in the Sierra Nevada: Energy, economics and emissions

by Bruce Springsteen, Thomas Christofk, Robert A. York, Tad Mason, Stephen Baker, Emily Lincoln, Bruce Hartsough and Takuyuki Yoshioka

As an alternative to open pile burning, use of forest wastes from fuel hazard reduction projects at Blodgett Forest Research Station for electricity production was shown to produce energy and emission benefits: energy (diesel fuel) expended for processing and transport was 2.5% of the biomass fuel (energy equivalent); based on measurements from a large pile burn, air emissions reductions were 98%—99% for PM<sub>3.5</sub> CO (carbon monoxide), NMOC (nonmethane organic compounds), CH4 (methane) and BC (black carbon), and 20% for NOx and CO<sub>2</sub>-equivalent greenhouse gases. Due to transport challenges and delays, delivered cost was 570 per bone dry ton (BDT) — comprised of collection and processing (S34/BDT) and transport (S36/BDT) for 79 miles one way which exceeded the biomass plant gate price of \$45/BDT. Under typical conditions, the break-even haul distance would be approximately 30 miles one way, with a collection and processing cost of \$30/BDT and a transport cost of \$16/BDT. Revenue generated from monetization of the reductions in air emissions has the potential to make forest fuel reduction projects more economically viable.

arge regions of Sierra Nevada mixed conifer forests are in need of hazardous fuels reduction treatments to reduce the risk of high severity wildfire and return forests to fire-resilient conditions. Whether as a complement or

Online: http://californiaagriculture.ucanr.edu/ landingpage.cfm?article=ca.v069n03p1428fulltext=y doi: 10.3733/ca.v069n03p142 replacement to prescribed burning, it is highly desirable to increase the pace and scale of these treatments (North 2012; North et al. 2012). Significant quantities of woody biomass wastes are the unavoidable byproduct of these treatments.

Open pile burning in the forest is most commonly used to dispose of woody biomass waste, as fire hazard reduction objectives prevent leaving the material in-field to decompose, and because in many cases it is the most economically viable option. While woody biomass wastes represent a significant renewable energy resource, the cost to process and transport the material for use as fuel to produce electricity (or use for other value-added bioproducts such as biochar, biofuels. polymer precursors or thermal energy) often well-exceeds the combined value at the biomass electricity generation plant, the avoided cost to pile burn, and the potential value of nutrients returned to the soil (which is low due to the localized and limited pile burn location). A significant drawback of open pile burning is that it generates emissions of criteria air pollutants (particulate matter, carbon monoxide, volatile organic compounds and nitrogen oxides), greenhouse gases (GHGs) and air toxics such as polycyclic aromatic hydrocarbons and aldehydes.

The Placer County Air Pollution
Control District sponsored — in cooperation with the UC Berkeley Center for
Forestry, United States Forest Service
(USFS) Rocky Mountain Research
Station Missoula Fire Lab, and UC Davis
Biological and Agricultural Engineering
— a case study to quantify the energy, air
quality and GHG benefits, as well as the
economics, of utilizing woody biomass



#### TECHNICAL PAPER

ISSN:1047-3289 J. Air & Waste Manage. Assoc. 61:63–68 DOI:10.3155/1047-3289.61.1.63 Copyright 2011 Air & Waste Management Association

## Emission Reductions from Woody Biomass Waste for Energy as an Alternative to Open Burning

Bruce Springsteen, Tom Christofk, and Steve Eubanks Placer County Air Pollution Control District, Auburn, CA

Tad Mason and Chris Clavin
TSS Consultants, Rancho Cordova, CA

Brett Storey

Placer County Planning Department, Auburn, CA

#### ABSTRAC

Woody biomass waste is generated throughout California from forest management, hazardous fuel reduction, and agricultural operations. Open pile burning in the vicinity of generation is frequently the only economic disposal option. A framework is developed to quantify air emissions reductions for projects that alternatively utilize biomass waste as fuel for energy production. A demonstration project was conducted involving the grinding and 97-km one-way transport of 6096 bone-dry metric tons (BDT) of mixed conifer forest slash in the Sierra Nevada foothills for use as fuel in a biomass power cogeneration facility. Compared with the traditional open pile burning method of disposal for the forest harvest slash, utilization of the slash for fuel reduced particulate matter (PM) emissions by 98% (6 kg PM/BDT biomass), nitrogen oxides (NO<sub>v</sub>) by 54% (1.6 kg NO<sub>v</sub>/BDT), nonmethane volatile organics (NMOCs) by 99% (4.7 kg NMOCs/BDT), carbon monoxide (CO) by 97% (58 kg CO/BDT), and carbon dioxide equivalents (CO2e) by 17% (0.38 t CO2e/BDT). Emission contributions from biomass processing and transport operations are negligible. CO2e benefits are dependent on the emission characteristics of the displaced marginal electricity supply. Monetization of emissions reductions will assist with fuel sourcing activities and the conduct of biomass energy projects.

#### INTRODUCTION

Woody biomass waste material is generated as a byproduct throughout Placer County portions of the Sacramento Valley, foothills, and Sierra Nevada mountains from forest

#### IMPLICATIONS

Economic considerations frequently dictate the disposal of woody biomass wastes by open burning. The alternative use for energy provides significant reduction in criteria air pollutant and green/house emissions. Valuing these reductions will improve the economic viability and increase the use of biomass for energy as well as assist with forest and agricultural management objectives.

Volume 61 January 2011

management projects, defensible space clearing, tree trimming, construction/demolition activities, and agricultural

Forest management projects that produce woody biomass byproducts (tree stems, tops, limbs and branches, and brush) include fuel hazard reduction, forest health and productivity improvement, and traditional commercial harvest. These projects take place on private land and lands managed by various public agencies including the U.S. Forest Service (USFS), Bureau of Land Management, and state/federal parks. Forest fuel hazard reduction activities involving selective, targeted thinning treatments are implemented to lessen wildfire severity and improve forest-fire resiliency through reducing hazardous fuel accumulations resulting from a century of successful wildfire suppression efforts. Commercial timber harvests include thinning to improve health and productivity, and intensive management to optimize the yield of merchantable material for lumber production.

Defensible space clearings and fuel breaks in an expanding wildland urban interface area, including residential and commercial structures, produce woody biomass that typically includes deciduous and coniferous trees and brush

Agricultural operations such as fruit and nut orchards and grape vineyards are a source of biomass wastes from annual pruning and periodic removal and replacement with more productive varieties or growing stock.

Open burning (in piles or broadcast burning) near the site of generation is the usual method of disposal for a significant quantity of the excess woody waste biomass throughout much of the western United States. A forest slash pile burn in the Lake Tahoe Basin is shown in Figure 1. The cost to collect, process, and transport biomass waste is often higher than its value for fuel or wood products because of the distance of the forest treatment activity location from the end user (e.g., mill, biomass energy facility), lack of infrastructure, and/or economics of biomass energy compared with fossil fuel generation. This limits the feasibility of using biomass waste for energy production although such use has significant environmental benefits.

Journal of the Air & Waste Management Association 63

https://research.fs.usda.gov/treesearch/52990

https://pubmed.ncbi.nlm.nih.gov/21305889/



## REGULAR AGENDA REQUEST

☐ Print

MEETING DATE	•	15, 2025
Departments: She	riff's	Office

TIME REQUIRED 30 minutes PERSONS Ingrid Braun, Sheriff

**SUBJECT** Emergency Services Dispatch

Discussion

APPEARING BEFORE THE BOARD

DOADD

#### **AGENDA DESCRIPTION:**

(A brief general description of what the Board will hear, discuss, consider, or act upon)

Review correspondence received from the Mono County Fire Chiefs Association regarding dispatch concerns and have a broader discussion about dispatch, including the possibility of regional dispatch.

RECOMMENDED ACTION:  None, informational only.
FISCAL IMPACT: None.
CONTACT NAME: Ingrid Braun  PHONE/EMAIL: 7606164580 / ibraun@monosheriff.org
SEND COPIES TO:
MINUTE ORDER REQUESTED:  YES NO
ATTACHMENTS:

C	Click to download			
0	<u>Staff Report</u>			
	Letter from Mono County Fire Chiefs Association			
	Regional Dispatch Study			

#### History

Time	Who	Approval
4/7/2025 4:05 PM	County Counsel	Yes
4/8/2025 10:04 AM	Finance	Yes

Ingrid Braun
Sheriff-Coroner

DATE: April 15, 2025

Clint Dohmen Undersheriff

TO:

The Honorable Board of Supervisors

FROM: Ingrid Braun, Sheriff-Coroner

SUBJECT: Emergency Services Dispatch Discussion

#### **BACKGROUND**

On March 27, 2025, the Mono County Fire Chiefs Association sent a letter to County Administrative Officer Sandra Moberly and the Board of Supervisors requesting attention to the dispatch needs of Fire Districts, Law Enforcement, and Emergency Medical Services (EMS). The letter referenced the 2020 Regional Dispatch Feasibility Study and a request to revisit the recommendations from that study.

#### **DISCUSSION:**

Mono County Sheriff's Office (MCSO) maintains and staffs Mono County's Public Safety Answering Point (PSAP), commonly referred to as Dispatch, which receives 9-1-1 and non-emergency calls for service, dispatches the appropriate emergency response service(s), tracks responders as they answer calls for service, and monitors radio traffic. Mono County's Dispatch has responsibility for dispatching all Fire Districts, EMS, Mammoth Lakes Police Department, Sheriff's Office, and Animal Control.

The PSAP is housed inside the Mono County Jail. Traditionally, a PSAP is staffed with trained professionals whose responsibilities are limited to dispatch duties. Mono County's dispatchers are Correctional Deputies, who have additional duties of Jail management. This unique hybrid position was created many years ago and no longer serves the County well.

The Fire Chiefs raise valid concerns about Dispatch, and I encourage a robust discussion that includes revisiting the solution of a Regional Dispatch.

Respectfully submitted,

Ingrid Braun Sheriff-Coroner

Attachment



## Mono County Fire Chief's Association



"Dedicated to Regional Emergency Services Improvement"

March 27, 2025

To: Mono County CAO and the Board of Supervisors

CC: Mono County Fire Chiefs, Queenie Barnard (Clerk - Recorder), Sheriff Braun

COA Moberly and the Mono County Board of Supervisors,

On behalf of the Mono County Fire Chiefs Association, we are writing to request attention to the dispatch needs of the special Fire Districts in Mono County and a review of the overall dispatch needs of Law Enforcement, EMS and Fire Agencies across the region. As many may know, in December of 2020 the BOS received a report on a Regional Dispatch Feasibility Study to address the needs of a modern dispatch center that meets the modern legal requirements across EMS, Fire and Law. (report attached)

The Mono Fire Chiefs have been working with Sheriff Braun to mitigate challenges and improve the service of dispatch as best as possible. However given the limitations of the program as it exists today and the lack of capacity to meet the legal requirements to be compliant with NFPA 1221 and APCO Minimum Dispatch Standards, we believe a prioritization of dispatch evolution is pertinent. As we have seen with local emergencies and highlighted with the recent critical fire events in Los Angeles County, multi-agency, multi-jurisdictional communication with proper asset tracking is key to successful incident communication. Additionally, with a primarily rural population where BLS and ALS EMS response can be delayed, the addition of Emergency Medical Dispatch capabilities is essential to mitigating life threats.

We are requesting the County to create an AdHoc committee of County staff as well as leadership from Fire, EMS and Law to review the prior JPA proposal, look at current capacities and make formal requests for funding and seek RFP's to modernize our dispatch services to best protect and serve the residents and visitors to the County.

Thank you for the consideration,

Mono County Fire Chiefs Association



# Regional Dispatch Feasibility Study and Implementation Plan

December 17, 2020

Prepared by:



Federal Engineering, Inc. 10560 Arrowhead Dr, Suite 100 Fairfax, VA 22030 703-359-8200

#### **Executive Summary**

Mono and Inyo Counties, the City of Bishop, and the Town of Mammoth are supportive of pursuing a consolidated regional center to provide 9-1-1 call-taking and dispatching of public safety response agencies. Each entity expressed common goals, objectives, concerns and risks, that this report seeks to address. This report provides projections and recommendations for governance, funding, cost savings, organizational and operational changes, technology, and transition planning.

The benefits to the founding entities include improved situational awareness, a reduction in emergency transfers, the ability to return sworn personnel to the agencies, the provision of a civilian career ladder for communications staff, anticipated service improvements, the gain of service and cost efficiencies. The disadvantages of regionalization include the perception of a loss of control, not fully known costs to achieve and sustain consolidation, challenges of addressing ancillary and municipal duties once provided by dispatch staff, and perceived lack of community familiarity.

To move consolidation forward, *FE* recommends that the two counties, the City, and the Town develop a joint powers authority (JPA) via an intergovernmental agreement (IGA, Agreement). *FE* recommends that the founding entities (Mono, Inyo, Bishop and Mammoth Lakes) enter a contract to jointly carry out mutual powers for the provision of public safety communications services. Should the founding entities prefer to enter a JPA to create a separate legal entity, there are considerations, such as the ability to enter contracts, hold property, or sue; and that the debts, liabilities, and obligations are borne by the JPA and not the municipalities. The IGA formalizing the contract among the founding entities must define the JPA, detailing the powers of the JPA, and how said powers will be used.

The consolidated center should be established as an independent shared service regional authority with collaboration and oversight provided equally by the membership consisting of representatives from Inyo and Mono counties, the City of Bishop, and the Town of Mammoth Lakes. This regional authority would have the physical presence and compilation of a Board with decision maker level representatives from each of the founding entities. Under this model, the Director position would report to the Board. The Director would have autonomy allowing the newly formed agency to not be controlled by a single agency, to foster and build independent relationships with response agencies, to make personnel and internal policy decisions, to develop a budget for Board input and approval, to create and advance service improvements, to have all operational personnel under one roof, to develop operational efficiencies, to make informed decisions about



deploying resources, to maintain a single facility, to provide staff development, input and oversight for resolving issues.

The administrative support services should be provided in-kind by Inyo County with consideration toward their overall contribution to the ongoing operational costs of the consolidated center.

The technical support services should be provided in-kind by Mono County with consideration toward their overall contribution to the ongoing operational costs of the consolidated center.

The facility space should be provided in-kind by the City of Bishop with consideration toward their overall contribution to the ongoing operational costs of the consolidated center.

Input by the served agencies should be facilitate via the formation of User groups as a means and method for bringing and resolving issues to the Board.

All consolidated center policy and funding decisions are to be made by the Board.

Funding for planning and transition costs should come from contribution from existing budgets for PSAPs. Funding the ongoing operations of the consolidated center should be a contribution method in a four-way split with consideration for in-kind services.

The recommended operations staffing model projects the need to staff 2-3 positions around the clock based on workload volume. This is accomplished with 10 call-takers/dispatchers and three working supervisors on 12-hour shifts. The recommended salary of ~\$53,000 is the median of the current reported salary structure.

Operational recommendations include enhancements to Fire dispatch services to include talkgroup monitoring, CAD improvements, addition of EMD, and QA.

Technology needs for the consolidated center includes fully equip all consoles; the use of ergonomic furniture; improve CAD/Mobile/RMS use; transition of servers; redundancy; fail-over backup technologies; interfaces; mobile and/or handheld devices for all agencies; interface with RMS for all agencies; include ePCR; GIS from all, for all; add robust MIS to 9-1-1 answering equip; integrated text-to-911; new/upgraded voice logging recorder.

Technology challenges include the radio system that can be resolved via a costly build out of a region-wide system, or an interim solution to interconnect existing systems.



Another challenge is the FBI/CJIS CLETS/CJIS PII requirement for which the solutions are to transition to abbreviated language for radio communications or plan a future radio upgrade to include encryption.

The consolidated center should be housed at Bishop Police, requiring reconfiguration and some improvement to the current space. Plans should be to design the future Bishop Police facility to house the consolidated center.

Cost estimates and savings projections include technology costs, transition costs and ongoing operations costs. The ongoing operations costs are projected to be ~\$1,140,000, which is a savings from the ~\$3,000,000 of current reported combined costs.

The transition planning and activities should be a phased approach that will span 12-14 months.

The risks associated with the consolidation include the loss of a participant(s), an expansion or growth or costs beyond those anticipated and planned for, and consideration for not achieving projected service levels.



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#### 1. Introduction

Mono and Inyo Counties, and the City of Bishop, each operate independent public safety answering points (PSAPs). Mono County also serves the Town of Mammoth Lakes police and fire agencies as their PSAP. The two counties, the City, and the Town, are now seeking to determine if quality of service enhancements, and service and cost efficiencies are achievable through the physical consolidation of the three PSAPs. This report provides information and recommendations to assist decision makers with determining if a consolidation will achieve the quality of service and efficiencies through a reduction in transferred 9-1-1 calls; merging of space, systems, equipment, and networks; and creation of a single organization serving all public safety response agencies.

## 1.1 Study Methodology

**FE** approached this effort via a discovery process in which statistical, demographic, technology inventory, budgets and associated documents were gathered and analyzed. Observational periods, individual interviews, and focus group meetings with the counties of Mono and Inyo, the City of Bishop and the Town of Mammoth Lakes were beneficial in assisting **FE** to understand the operational methodologies, workflow processes, and agency needs. Interviews with individual decision makers and group interviews with stakeholders in the three public safety answering points (PSAPs), and each of the response agencies, provided critical insight into the concerns and expectations of those affected by any change in the current configuration.

The data and information gathered in the discovery process was analyzed for any roadblocks or unique requirements that must be considered in a change of service model. Statistical data was used to calculate workload, staffing, space, and technology needs and cost estimates.



### 2. Existing Conditions Analysis

### 2.1 Mono County

Mono County Administration is supportive of a regional center. They are seeking a decision from the participants regarding regionalization as they have received grant funding to construct a new jail facility within the coming three years. The new jail facility design includes the PSAP/control room and will require revision/re-design if the County elects to transition PSAP functions to a regional center. Though the facility is significantly aged, the County is offering the abandoned PSAP/control room area for renovation and expansion to accommodate a regional center, if the participating municipalities are interested.

Mono County is unique in that they have public safety officers who are dually trained in both custody and dispatch. When new employees are hired, they are first trained on the jail responsibilities and then trained as dispatchers. Because of their dual roles, the County always needs to make certain a combination of both female and male employees on duty. Most of the new employees, that do not make it through training, do so because they cannot complete the dispatcher training. This is a significant issue for the Sheriff's Office as they often lose good custody staff because they are unable to complete the dispatcher training. (note staffing levels – similar to Inyo discussion)

The length of training is another issue as it takes a minimum of six months for corrections training and an additional six months for dispatch training. If the regional initiative moves forward, the public safety officers would have to decide if they wanted to transition into a dispatch only role or remain as detention officers. From direct stakeholder input, *FE* learned that most would likely not transition based on salary.

The County has a career Emergency Medical Services (EMS) agency that provides service countywide. Currently the 11 fire districts in the County are not charged for dispatch services. To move forward with regionalization, all agencies will have to contribute financially or in kind. All tribal communities in the County are provided 9-1-1 call answering and law enforcement coverage by the Mono County Sheriff's Office. The United States Marine Corp (USMC) Mountain Warfare Training Center receives fire and medical response and law enforcement mutual aid.

The County has priorities and considerations that include making certain that they are clear on what services they are acquiring and supporting, any vulnerabilities of systems, data sharing capabilities, and understanding the path and requirements for achieving regionalization and the County's role in same. The County is aware of the value attached



to the service and capabilities that they currently have and need to be certain of the value and service levels planned and achieved in a future regional center.

Mono County provides several regional services, including 9-1-1 call-answering and dispatching for the Town of Mammoth Lakes Police and the Mammoth Lakes Fire Protection District, as well as the hosting of an RMS collaborative server for regional query of information that provides real-time data access to CAD and records data. Mono County Information Technology supports the PSAP, serves as the 9-1-1 Addressing and Street Naming Authority for the County and Town, and provides shared IT and GIS services for the Town of Mammoth Lakes. A separate Enterprise GIS Agreement exists between Mono County, the Town of Mammoth Lakes, and Mammoth Community Water District which allows for the sharing of data and licensing costs. This example of regional cooperation can be leveraged in support of a regional PSAP initiative.

The Mono County Sheriff sits on the State 9-1-1 Advisory Board and the IT Director is a member of the CalOES NextGen 9-1-1 Task Force and involved in helping shape policy and technical considerations for the statewide rollout of the system.

Mono County stakeholders noted risks associated with regionalization to include the following:

- Effective communication is key for Mammoth Lakes as a critical partner
- The impact on a regional effort if one party does not participate

There is a fiber network (Digital 395) that runs from Barstow to Carson City with a variety of service uses in a public safety grade network. The three PSAPs have access to Digital 395 fiber on premise. This network is also currently leveraged as backhaul for a portion of the Mono County radio system.

While Mono County would leverage Digital 395 as a primary communication link between a regional center to the existing radio system, establishing a backup communications link (such as with UHF radio) would be challenging. All available backup options will have to be explored to find the most practical solution. The current link is to/from Bridgeport and Conway. If a regional center is placed in Bishop, then a connection for radio communications will be necessary for dispatching Mono agencies. This is achievable through Digital 395 in conjunction with an IP interface in dispatch. Another possible solution for radio connectivity is the statewide radio system. The California Radio Interoperability System (CRIS) is a 700MHz trunked system managed by California Office of Emergency Services (CalOES). This system is scheduled to be built out in the region in the next two to three years and Mono County is currently in conversation with the State



to better understand opportunities it may provide as it looks to overhaul its existing 30-year-old VHF system.

Mono County stakeholders desire a regional service model to include IT Support, with a governance structure that includes a service level agreement (SLA) between the participants.

Mono County is open to and capable of providing administrative support services for a regional center.

Requirements of a regional center include no degradation of service, increased responsiveness, and efficiencies. If there are any increases in costs, then there needs to be service improvements associated with those costs. The County understands that there may be higher costs initially, but there should be some cost efficiencies into the future. If the regional project moves forward the project team should be looking for any opportunities to take on additional agencies. The more agencies involved has the potential to reduce individual costs.

Mono County, Inyo County and the City of Bishop can currently receive text to 9-1-1.

Mono County sees the advantage of potentially locating the regional center in the City of Bishop and expanded the concept to include consideration of Bridgeport for the location of a backup center, citing diverse 9-1-1 service paths needed to mitigate impact of a regionwide 9-1-1 outage.

The Town of Mammoth Lakes contracts 9-1-1 answering and dispatch services from Mono County. The County recognizes the value of the current contract, as well as the clearly outdated nature of the agreement which fails to cover services provided to the Mammoth Lakes Fire Protection District. The current agreement is approximately 15 years old and contains a funding formula that uses the number of incidents and covers one full time equivalent (FTE) salary and a percentage of the fringe benefits costs. The contract auto-renews annually, and the Town is interested in renegotiating the agreement. Fire and EMS services for Mammoth Lakes are provided without charge, though the service contract advises that a separate contract covers fire dispatch services. No such contract was executed. It is clear to the County that staffing levels sufficient to meeting the needs of both the Town and County are of critical importance and must be maintained.

Mono County stakeholders desire to make certain that an appropriate level of authority is maintained by the served agencies in a regional center. They also desire to have a fair and equitable funding model that shares costs of the regional center.



### 2.2 Inyo County

Inyo County Sheriff's Office operates a primary PSAP that receives 9-1-1 calls and dispatches public safety response county-wide except for the City of Bishop. The Inyo PSAP provides as needed support for the National Park Service and California Highway Patrol (CHP), and several other state and federal agencies. The Inyo PSAP also provides fire and emergency medical service (EMS) from Big Pine south to Death Valley.

The Inyo PSAP tries to operate with two dispatchers during the day and one overnight. A corrections officer fills in as needed. At the time of the interview, Inyo Sheriff's Office had recently hired a trainee dispatcher and was planning to hire another soon.

Inyo County is in favor of a regional center and offered input and considerations for the following:

If basing costs on call volume or workload, such as a percentage of workload formula, they ask that consideration be given to the fluctuations of population from tourism.

Though Inyo County has no preference for where a regional center should be located, they do have access to County-rented/owned properties in and around the population center of the City of Bishop, that could be considered for use as a regional center site.

The County discussed the impact of Next Generation 9-1-1 (NG9-1-1) network and equipment upgrades that are planned by CalOES, and the impact of the County's planned radio system narrow-banding and upgrades. Other technology considerations are also anticipated to have a fiscal impact on the County.

County Administration is interested in cost savings and service improvement. The capital expenses are not as concerning for the County as are the unknown ongoing operational costs. If the ongoing costs are significantly more than the current costs, then this may be a roadblock for Inyo County's participation in a regional center. Note that this is a shared concern by administrative level stakeholders for both counties, the City, and the Town.

County Administration does not want to contract 9-1-1 answering and dispatching services, indicating that governance is important but has no preference of the type of governance that should be established.

The timing is good for considering a regional center as the Sheriff has funding for radio system upgrades and other technology improvements.

Inyo County Administration desires a potential regional center to be staffed for workload, not coverage.



The concept of a regional center does not have a long history among the study participants; however, the participants have other regional relationships that serve as examples of the shared service models that benefit the participants. Some examples of the shared/joint services in place include:

- The City of Bishop contracts with Inyo County for building and safety services, the employees that provide these services are county employees that are in Bishop City Hall.
- The County Administrator serves as the County's Surveyor and as the Bishop City Surveyor and Engineer for sub-divisions.
- Inyo County supports a shared Agriculture Commissioner.
- COPA (Hazmat inspectors)
- The fund management service for a Veterans Services Officer
- Public Works via a small sewer system in the lower half of county
- School systems
- Health and Human Services (HHS) shared support services duties for the school districts coordinated by the Inyo County Office of Education
- The Eastern Sierra Transit (ESTA) bus service via a joint-powers agreement (JPA). Inyo provides services for ESTA that includes radio services.

Should Inyo County participate in a regional center they require service enhancement and cost savings, and governance must include the ability for all groups to have an appropriate level of input and control, and a mechanism to make certain that technical needs are met.

The governance structure preferred by Inyo County Administration would be comprised of staff, including elected department heads, and there must be technical expertise on board.

Inyo County is open to considering providing the payroll and general administrative support to a future regional center. An area that will require negotiation is that Inyo County provides retirement health benefits not provided by Mono County, City of Bishop, or Mammoth Lakes.

Inyo County geographical information system (GIS) services are within the County's Information Technology (IT) department's oversight who provide the data to CalOES for statewide GIS data consumption.



#### Mono County, California Regional Dispatch Feasibility Study and Implementation Plan

Inyo County is open to considering a virtual consolidation if physical consolidation is not feasible. The County is also open to a phased-in regional approach.

There are five Tribal communities in Inyo County of which some have police departments. Consideration should be given to any potential impact, positive or negative, on these communities.

County representatives expressed that a contribution method would be the most equitable method for funding a regional center. Funding considerations should include the costs for services to the volunteer fire departments for whom the County provides dispatch services without compensation. Note that Mono County also provides fire protection districts dispatch services without compensation.

Inyo County representatives see value in adding emergency medical dispatch protocols as it is a publicly expected service and in the best interest of the public.

The Inyo County PSAP performs other duties beyond answering 9-1-1 calls and dispatching public safety response agencies. These duties include data entry of restraining orders and warrants. In California, arrests can be made based on a verbal confirmation, therefore there is no need for deputies to come to the PSAP. The dispatchers perform clerical/record keeping duties such as entering all incident reports and citations/tickets.

Facility duties for the Sheriff's Office include controlling administration doors and gates, and as a backup they can control doors to booking. They also monitor external cameras on the Sheriff's Office campus.

Inyo County is progressing in the CalOES planned rollout of NG9-1-1 for which the state provides 9-1-1 telephone equipment and network upgrades. The State has updated power and infrastructure at the County PSAP thus far. Circuitry and phone equipment will be the next phased roll out.

Radio interoperability exists in the field for responders in their mobile radios among the two counties, City of Bishop, and Mammoth Lakes. The PSAPs are not networked and are not able to dispatch for each other. Although there may be some abilities in the dispatch centers to talk on adjacent jurisdictions field unit, there is no PSAP that is configured to provide full dispatch radio coverage to any other PSAP at this time. Backup services to adjacent PSAPs are currently limited to answering 9-1-1 calls only.

The Counties, City and Town have configurable data sharing capabilities for computer aided dispatch (CAD) data, as they all have the same CAD application. Inyo County can push a call event for incidents not in their response area to Mono and Bishop. The CAD application is configured statewide for any user on that specific application to view or



access other agencies' CAD data. The collaborate host server for data sharing is located in and maintained by Mono County with the City of Bishop and Inyo County being collaborate connections.

Inyo County IT provides limited support to the PSAP, mainly security or equipment, while the vendor supports software. A GIS tech that works for County IT updates GIS data to CAD for mapping.

The City of Bishop dispatches EMS response county-wide. The EMS service is a combination of a contracted service (Symons), municipal paid service in Bishop, Olancho, and Lone Pine, and other basic life support (BLS) response. All fire departments, paid and volunteer, go on ambulance calls as first responders.

Inyo dispatches local fire department ambulances first, then requests the contracted Symons service from Bishop for any advanced life support (ALS) responses needed based on requests by the dispatched fire department ambulance.

Animal control only handles domesticated animals (pets, farm animals), wildlife control is handled separately by Eastern Sierra Wildlife and other groups.

## 2.3 City of Bishop

The City of Bishop has interest in creating a regional center for answering 9-1-1 calls and dispatching public safety agencies. The Bishop Police Department operates a dedicated PSAP that has three console positions that serve the Bishop Police and Fire response area.

The City views building trust among the regional participants as critical to the success of a regional center initiative. The City recognizes the risks associated and liability attached to continuing to have individual single dispatchers in each PSAP on duty for managing call surge, and officer safety.

It is important to the City to maintain and improve service levels throughout the potential regionalization of 9-1-1 services. Formal employee training, proper certification and appropriate staffing allocations are also important to the City in a regional center. The City administration sees risk mitigation and insurance needs, and the division of costs, as critical items to address in a regional initiative. They also see the need for the participating municipalities to execute a memorandum of understanding (MOU) or joint powers authority (JPA) structured governance. The City is planning a new police facility that may align with the need to house a regional center.



The Bishop PSAP provides record keeping backup of the records clerk, entering citations, compliance checks for California Law Enforcement Telecommunications System (CLETS) entries, modifications and clearing data, and restraining orders. When entering the building, there is a walk-up window, and the dispatcher is the first person to greet the public.

The City is adding a new ambulance to augment the local services of Symonds, the contracted ambulance service. The Fire Department ambulance will not be a transport unit. The City Fire Chief responds as a first responder to medical calls, along with the Bishop Police. CalFire handles all state and federal lands wildfires and may contact the City for assistance. Rural protection districts adjacent to the City, the City's Fire and the City's volunteer fire departments are three separate entities. The rural protection district just entered a MOU with the City for mutual/automatic aid.

Currently the Bishop PSAP is not providing emergency medical dispatch (EMD), however with the assistance of the fire department they are interested in implementing a system and they are reviewing their options. They understand there will be challenges in providing this service while operating a one person PSAP.

## 2.4 Town of Mammoth Lakes

The Town of Mammoth Lakes (Town) is seeking a true regional partnership that provides more influence in the governance and oversight of the emergency communications services than what the current contract provides between the Town and Mono County.

The Town anticipates the availability of more resources and functionality in a regional center.

A requirement of the Town in a regional relationship is to maintain or decrease the current annual cost of approximately \$400,000 for the County-provided emergency communications services.

Though the Town pays for the service, there is no viable mechanism for addressing service issues. The contract stipulates that the Mammoth Lakes Police Chief and the Mono County Sheriff are to work to resolve service issues. The Town would also like to have more input on the operation of the PSAP.

The service gaps identified include the following:



- The need to add medical protocols to the call taking process, and the need for the Town to have input in the development/implementation process
- The need for dispatch to develop and incorporate standard operating procedures and best practices
- The ability for dispatch to meet performance goals
- The lack of control of costs that could be addressed with an appropriate level of input and control over services
- Timely responses to questions or complaints regarding services
- The Fire services outside of Mammoth Lakes reportedly feel disenfranchised
- Mammoth Fire requires more resources, functionality and a level of service that more closely meets current best practices
- Mono County PSAP staff multi-tasking with jailer duties, especially at night, creates lag time in dispatching or contact with dispatch. Delay can also be caused by Mono dispatcher being tied up with other calls, agency needs or shared duties
- Mammoth Lakes Police currently has CLETS access in their office, but would also like to have mobile access in the field
- Need more secure partitioning of RMS data for confidentiality. The current RMS is partitioned but Mammoth has no control
- Need compatibility with law enforcement information exchange (LInX)
- Desire additional staffing in PSAP to focus on Mammoth Lakes Police and Fire needs

Town representatives identified risks to Mammoth Lakes should they transition service away from Mono County to include:

• Unknown staffing needs and service changes that may result from a transition to another agency such as the City of Bishop



- If Mammoth Lakes transitioned to Bishop, as example, law enforcement and fire 9-1-1 calls would be transferred (or conveyed) to Bishop for dispatch. EMS 9-1-1 calls would be retained and dispatched by Mono for Mammoth Lakes.
- The unknown staffing plans and capabilities, training, and supervision in a regional center, noting issues with attracting and maintaining staff to the remote locations.

Town representatives desire a separate standalone entity that member agencies have access to and through for the regional center. They desire an equal voice in the configuration and operation of the center.

Regardless of regionalization, the Town desires to see service improvements. To make certain a successful project, the transition to a regional center may have to be conducted in stages.

Considerations and planning activities for regionalization that are key for the Town include the following:

- Critical success factors and pitfalls of politics
- Identifying challenges, risks, and solutions for same
- Next steps and implementation planning
- If regionalization is not possible, then what improvements can be made in the current operations and relationships
- The impact of the planned new Mono County jail on the dispatch services
- There will be a need to adapt backup and disaster recovery plans for a regional center
- The need to use the full capabilities of current technology to assist with providing service to a much larger geographical footprint
- Additional accountability to the agencies by the regional center
- The need for detailed service agreements to clearly outline the level of service needed



#### Mono County, California Regional Dispatch Feasibility Study and Implementation Plan

 Provide the agencies the ability to manage their own data and who has access to it

The Mammoth Lakes Fire District is a separate entity from the Town. The district recently worked out a reciprocity of services joint agreement with Mono County to respond outside of the district with expectation of services received from County, such as reimbursement and/or tax credits.

The district needs input to dispatch services. The current response recommendations are limited to two choices. They are not able to meet response standards, partly due to technology limitations and partly due to limiting operational protocols. The fire services in the County need the same level of service that is being provided to the Sheriff's Office and County EMS. They would like to see the full use of current technology available including, but not limited to, mobile data, silent dispatch, AVL, automatic mutual aid, access to CAD data, an interface to Fire RMS, automatic notification applications, web browser access to CAD.

The district would like to see the regional center provide a level of service that is commonly found in other similar type centers and follows best practices for the dispatching of fire agencies. This includes, but is not limited to, full use of CAD for run cards and recommendations, AVL, documenting individual units and associated times, access to their CAD data, and quality assurance. When on an incident, the center needs to provide immediate responses to additional resource requests from the incident commander or units on scene. The center needs to monitor the fire units assigned to incidents and be attentive to their status and location.



#### 3. Consolidation Assessment

The concept of regionalization is one that the Counties, City, and Town agree would be beneficial to each for potentially improving service, creating cost efficiencies, and potential cost savings. CalOES also encourages regionalization for economies of scale in their roll out of NG9-1-1<sup>1</sup>.

Through the discovery and interview process, analysis of the data and operations, *FE* offers that there are indeed benefits that can be gained by the Counties, City, and Town through regionalizing their emergency communications.

The following general benefits that the Counties, City, and Town will gain from a regional center includes:

- The true full interoperability among agencies served through proximity, improved situational awareness, and shared systems – enhancing interoperability and information sharing among agencies
- Improved coordination for disaster preparedness, response, and recovery to make certain readiness regarding manmade and natural threats, as well as dayto-day localized issues and response, and large scale regional, state, or national events
- Pooling of resources and cost efficiencies to enhance the capabilities and service to responders and citizens
- Improved situational awareness within the regional center and for the participating agencies
- Service efficiencies and opportunities for the participating agencies to better pursue their missions within a safer responder environment which includes enhanced information sharing across all disciplines
- Improved technology and sharing of information
- A reduction of 9-1-1 call transfers

<sup>&</sup>lt;sup>1</sup> California 9-1-1 Advisory Board Long Range Planning Committee 9-1-1 Workgroup Task "The Benefits and Drawbacks of 9-1-1 Public Safety Answering Point Regionalization", CalOES May 2016



- A Reduction in call processing time that can equate to faster emergency response times
- Improved quality of service to citizens and response agencies through standardized call handling and dispatch protocols
- Improved command and control
- A regional center that is housed in a facility that is appropriately sized and that meets the current NFPA 1221 standards for a hardened and secure facility

#### 3.1 Reasons to Consider Consolidation

Mono and Inyo counties, the City of Bishop and the Town of Mammoth Lakes should consider regionalization for the following reasons:

- Service level improvements An important benefit of regionalization is service level improvements. The degree and nature of the improvements will vary depending on the efficiency of each individual PSAP. 9-1-1 call-takers and dispatchers are truly the "first responder on the scene" and can substantially influence the outcome of an incident. The types of service improvements typically achieved following regionalization include:
- Reduction or elimination of the transfer of 9-1-1 calls between PSAPs which improves response times and lowers the potential for human or technology errors.
- Regional awareness of workload and the deployment of field personnel. This
  awareness leads to improved usage of resources regionally and better
  management of large scale or multi-jurisdictional events from a single point of
  control.
- Sharing of physical space enables communications between call-takers, law
  enforcement and fire/EMS dispatchers to be virtually instantaneous. These
  improved communications enable field personnel to receive information more
  quickly and accurately which is particularly important in multi-jurisdictional
  incidents. This communication is the least tangible or quantifiable benefit of
  regionalization but is one of the most key.



- A regional center has a greater capacity for handling surges in incoming calls and dispatching.
- Standardized training of all PSAP employees increases regional consistency.
- A regional environment offers the benefit of state-of-the-art technology, improved training, and expanded career opportunities that would not be otherwise financially or organizationally feasible.
- Reassigning sworn personnel functioning as PSAP management and support staff to other positions within their agencies is possible by eliminating their roles in the PSAP.

An anticipated result of regionalization is cost savings. In *FE*'s experience, while cost savings could be a possibility in the future, it is critical that decision makers understand two points.

First, the goal of regionalization should not be cost savings but rather service level improvements. A common misconception is that regionalizing will result in significant personnel reductions thus significant cost savings. Regionalization does not normally involve large staff reductions. Cost efficiencies come from the elimination or sharing of redundant and expensive technology such as CAD, 9-1-1 answering equipment, radio consoles/systems and logging recorders, and streamlining networks. The single set of technology and systems found in a regional environment reduces costs associated with procurement, connectivity, and future maintenance/support costs.

Second, in those scenarios where cost savings are achievable, the actual realization of the savings may not occur for many years. The consolidation process can be expensive and can generate substantial start-up and capital costs for facility and technology needs. These costs delay any cost savings.

#### 3.1.1 Situational Awareness

Situation awareness is one of the key benefits of regionalization. The situational awareness benefits that the Counties, City, and Town will gain in a regional center include:

- Awareness of public safety activity regionally rather than a view that is limited to a single jurisdiction or type of service such as police, fire, and EMS.
- The ability to connect seemingly unconnected information by reducing the number of PSAPs or filters that the information must go through.



• The ability to make well informed decisions based on information received firsthand from multiple callers, incident commanders or command officers.

The geographical expanse that is currently covered by the PSAPs is vast, however the populations served by the participating agencies is in total less than 50,000. The reliance on regional partnerships to deliver public services specifically public safety services, is essential to the citizens, visitors, and responders. The presence of multiple PSAPs can cause delayed responses, poor decision making and an increase in miscommunications and/or human error. Much like the "telephone game" of the past, during major incidents the more information must pass through different people, the more distorted it becomes and the longer it takes to achieve the correct incident response. Critical information regarding incident location, injuries, and information relevant to scene and responder safety, takes longer to be disseminated to each PSAP and may or may not be conveyed accurately. The most efficient method of managing a major incident is from a single point of control, a regional center. Scene commanders can communicate updates and requests to a single point of contact. The regional center maintains the larger picture and can meet the requests, anticipate future needs, and line up resources, and recognize the need to move available resources to other parts of the region for coverage purposes.

On a smaller, but no less important scale, situational awareness is critical in the everyday functioning of a PSAP. Examples of the daily benefits of situational awareness in a regional center include:

- Coordination of multi-jurisdictional pursuits is instantaneous when the dispatchers are in the same room and can hear the incident in real time.
- Dissemination of key information to field responders is immediate and can facilitate apprehension of suspects.
- The ability of call-takers and dispatchers to see and hear regional activity, understand how it may impact the areas for which they are responsible and quickly act.

In summary, the situational awareness benefit of regionalization is one that is often discounted in its importance when, in fact, it is critical to establishing the most efficient emergency communications system possible for communities and the agencies a PSAP serves.



## 3.2 Support Staff

The operation of a PSAP is dependent on the skills and knowledge of a dedicated technology support staff. These employees work daily to provision, maintain, and support all the critical technology systems. In the case of the Counties, City and Town, the same employees maintain and support the technology in the field used by the response agencies. These systems include, but are not limited to:

- Computer Aided Dispatch (CAD) System
- Mobile data system (MDS)
- Interfaces
- Law Enforcement Records Management System (RMS)
- Fire RMS
- 9-1-1 answering equipment
- Management information systems (MIS)
- Administrative phone systems
- Radio dispatch console system (RDCS)
- Land Mobile Radio (LMR)
- Microwave systems
- Radio subscriber units
- Logging recorders
- Master clocks
- GIS/Mapping for CAD/RMS/MDS
- Shelter monitoring software
- Personal computers, laptops, tablets and smartphones, and other devices
- Back room servers and storage devices
- Network connectivity
- Network security
- Many more applications, hardware, network components, security profiles, etc.

As a regional initiative moves forward, a critical step in the planning process will be to consider the current support staff and resources to make certain those resources will be made available and assigned to support the newly consolidated operation.

## 3.3 Minimum Staff on Duty

Best practices advocate a minimum of two telecommunicators be on duty always in any PSAP. One person on duty can quickly become overwhelmed by a significant single incident or multiple routine incidents. A single person can only handle one primary dispatch channel or talkgroup that requires constant and unobstructed attention to ensure



responder safety. One person cannot process an incoming emergency phone call while at the same time processing an urgent radio message from a field unit.

Having at least two trained dispatchers on duty is the only way to make certain that a trained employee(s) is available in the dispatch center always. Police officers and other response staff 'sitting in' for the dispatcher while they are on a meal or restroom is not a viable solution as the skill set differs or may not exist.

If the PSAP provides any type of dispatch protocol/scripted query and/or instructions to callers, then more than one employee must be on duty. Relief factors for the employees for routine/required/scheduled breaks require at least two dispatchers around the clock.

## 3.4 Roadblocks to Consolidation

PSAP regionalization is a complex process and one that has the potential for some agencies and stakeholders to see negatively. The concerns commonly raised include the following.

- Loss of Control: Depending on the regional model and organizational structure chosen, law enforcement, fire/EMS agencies that have had call-taking and dispatch staff as part of their organizations must often relinquish control of these employees as they become part of the new organization. Complaint and other personnel investigations and any resulting training or disciplinary actions become the responsibility of the regional center's management.
  - Often, the level of control the regional center has over the responses of the participating agencies is misunderstood. The role of any consolidated center is to implement dispatch plans developed by each individual agency, not to dictate response levels to each agency. For example, a law enforcement agency will still have complete control over the type or nature of the incidents they respond to and the level of that response.
  - While standardization among participating agencies is recommended to the degree possible, each agency is still able to customize its responses to the unique needs of the community it serves. Finally, the PSAP dispatches calls for service according to each agency's dispatch plan, and any dispatch can be overridden by an agency command officer.
  - One of the primary objectives for a regional center is that it is developed as a service-oriented organization. That center's primary responsibility is to provide a level of service that is acceptable to all user agencies.



Although there is always some level of standardization needed the center should have the technology and the tools to provide the level of service required by their stakeholders.

- Costs: Start-up costs or increased operational costs. It is important to understand
  that comparing the cost of current, non-consolidated PSAP operations with that
  of a regional center is not an apples-to-apples comparison. The typical
  emergency communications system that has been in place for many years
  cannot provide the level of service expected by today's technologically savvy
  public. Expectations for a regional center would be that it is equipped with
  modern state-of-the-art technology and there is a cost associated to that.
- Ancillary Duties: The Counties and City must determine how the non-emergency, record-keeping and municipal support types of tasks will be managed if regionalization becomes a reality. This may mean adding tasks to current non-PSAP employees within the entity, hiring new employees or altering the service levels provided. The hiring of staff will affect potential cost savings for the municipality and should be considered when assessing whether to regionalize.
- Community Familiarity: Loss of geographical knowledge of the community and/or personal knowledge of callers and responders. There is no question that PSAP employees often know the local citizens, responders, and geography well. When moving to a regional environment, it is also true that some of this community knowledge may be lost. However, it is important to recognize that some of the employees from the participating PSAPs will likely move over to the regional center, bringing their knowledge with them to share with other employees. In addition, CAD system configuration and mapping software reduces the need for a high-level of local response and geographical knowledge. All current employees received training and gained experience to achieve the level of current community knowledge, just as the goal for a regional center's staff will be to provide acclimation and technical training prior to a consolidation.

# 3.5 Transferring 9-1-1 Callers

Across the country, the 9-1-1 industry effective best practices seek to reduce the transfer of 9-1-1 calls and/or mitigate the impact of transferred 9-1-1 calls. *FE* recommends initiatives designed to reduce the transfer of 9-1-1 calls by examining the potential for consolidating PSAPs into one regional emergency communications model.



Anytime a call is transferred there is a delay in processing that call. More than one PSAP involved in processing the same events also present multiple opportunities for human error which can impact responses. This is not a criticism of the PSAP employees, but an acknowledgement that human error occurs no matter how much training is completed, how well an employee does his or her job or how much care is given. The more hands that touch a phone call, the more opportunity for human error to occur. The elimination of the need to transfer a 9-1-1 caller improves response times, lowers the potential for human or technology errors during the transfer and relieves the caller from the frustration of being transferred and having to provide critical information to multiple people.

### 3.6 Use of Sworn Personnel

The Counties and City have sworn staff overseeing the daily operation and management of their PSAPs. Utilizing civilian staff rather than sworn personnel creates a more developed career path for the operational staff. There is a more limited career path for the operational staff as management positions if sworn personnel commonly hold all the PSAP management positions. Having civilian management staff allows the agency to assign those sworn personnel to divisions other than communications.

## 3.7 Career Ladder

One of the benefits to the employees moving into a larger regional center environment is the additional opportunities and potential for job advancements. Within a larger operation there is a need for additional skill levels both on and off the communications center floor to support the operation. Opportunity exists to implement a multi-level career ladder for the regional center staff.



#### 4. Governance

The current governance structure for providing public safety communications services exists within the local government relationships of the two counties, the City, and the Town. The Mono and Inyo Sheriffs' Offices own and operate PSAPs, and the City of Bishop Police owns and operates a PSAP.

The Town of Mammoth Lakes contracts with Mono County to provide 9-1-1 call answering, and police dispatching services. The contract has an automatic annual renewal that has been in effect since 2002. The contracted formula for payment is based on the percentage of workload Mammoth Lakes creates for police calls for service. The contract indicates issue resolution is to be managed between the Sheriff and the Chief; however, the Town reports minimal results or responses to requests for change in the service level. The Mammoth Lakes Fire District is also dispatched by Mono County, but without a contract.

Mono County and all fire protection districts in the county have a mutual aid agreement in effect.

Inyo County provides 9-1-1 answering and dispatching for the entire county except for the City of Bishop Police and Fire.

The present-day governance of the disparate emergency communications centers/public safety answering points (PSAPs) is wholly under the oversight of the individual parent agencies. The exception is the services provided to Mammoth Lakes public safety agencies.

A future potential consolidated center will require the establishment of a formal governance structure that complies with the Emergency Communications Governance Guide for State, Local, Tribal, and Territorial Officials<sup>2</sup>. Decisions and formal commitments will be necessary and memorialized in key areas of organizational structure, support, technology, facility/location, authority, and roles of steward municipalities.

Developing an appropriate governance structure for a consolidated communications center is a critical component to enabling the future center management/administration to effectively manage center resources and provide the best possible service to all user agencies and the community. The development of a governance structure can often be

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https://www.dhs.gov/sites/default/files/publications/2018\_ECD\_SLTT\_Governance\_Guide\_02132019\_FIN\_AL\_508C.pdf

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impacted by political and user agency control issues. Therefore, it is important to realize when combining services that the communications manager will need to utilize their center resources to best balance the needs of all user agencies as opposed to a single class of service. While this balance can be easily achieved, the governance structure can positively or negatively impact the ability of the center management to maintain the balance long term.

The consolidation of emergency communications should be a truly collaborative effort between the law enforcement, fire/rescue, medical and emergency management agency heads, and the County, City and Town's decision makers. This effort should ultimately result in the establishment of a communications center that is a full partner with other public safety agencies, rather than a subordinate of those agencies. The business model approach of service provider and customer(s) will result in equal and optimum service to all user agencies.

Many different governance structures are used across the nation and each governance model has positive and negative aspects. However, in *FE*'s experience, the following represents the best fit for Mono and Inyo Counties, the City of Bishop and Town of Mammoth Lakes.

**FE** recommends that the two counties, the City, and the Town develop a joint powers authority (JPA) via an intergovernmental agreement (IGA, Agreement). Under the Joint Exercise of Powers Act (CA Government Code Section 6500, there are two types of JPA provisions 1) allows two or more public agencies to contract to jointly carry out mutual powers, and 2) two or more public agencies to create a separate legal entity.

**FE** recommends that the founding entities (Mono, Inyo, Bishop and Mammoth Lakes) enter a contract to jointly carry out mutual powers for the provision of public safety communications services. This JPA version is focused on the shared services with all legal terms and conditions, administrative acts, debts and liabilities, and obligations, being borne by the individual municipalities.

Should the founding entities prefer to enter a JPA to create a separate legal entity, there are considerations, such as the ability to enter contracts, hold property, or sue; and that the debts, liabilities, and obligations are borne by the JPA and not the municipalities. This type of relationship requires a more formal structure support for the new entity in the way of legal counsel.

The IGA formalizing the contract among the founding entities must define the JPA, detailing the powers of the JPA, and how said powers will be used.



# 4.1 Independent Shared-Service Model

In this model the consolidated communications center is established as an independent shared service regional authority with collaboration and oversight provided equally by the membership consisting of representatives from Inyo and Mono counties, the City of Bishop, and the Town of Mammoth Lakes. This regional authority would have the physical presence and compilation of a Board with decision maker level representatives from each of the four base member entities. Under this model, the Director position would report to the Board. The benefits of this model include:

- The allowance of the Board and Director to have the autonomy necessary to manage resources in the most efficient and effective manner. It should be noted that in any appropriate governance structure the user agencies retain control of field responses. For example, in a consolidated environment the user agencies still determine what units or type of equipment will be dispatched to a specific type of call. Control of the agencies' dispatch and response plans do not and should not revert to the communications center. The communications center uses dispatch protocol and plans developed by each user agency, but do not have the authority to alter it. The autonomy needed by the communications director refers only to the internal protocols, deployment, and management of the communications center staff.
- The creation of a governance structure for the communications center that
  cannot be interpreted as biased or controlled by a single user agency. One
  common complaint heard when a consolidated communications center is placed
  under the direct authority of a single user agency is that the center then favors
  that parent agency and delivers a higher level of service to the parent agency as
  a result.
- The creation of a structure that remains independent of the relationship between law enforcement and fire/rescue. Often when the communications center is a part of either law enforcement, fire, or medical, conflicts between the heads of those agencies can virtually eliminate any forward movement by the communications director for the center. The director and center become a political football bounced between the departments. While current relationships are positive, this structure would protect the center from the impact of negative relationships in the future. Operational direction should be provided by the Board to the Director in an advisory role. The Board should comprise appropriate stakeholder agency representatives such as the two County Administrators, the City and Town



managers, the two Sheriffs and the City and Town's Chiefs of Police and Fire, and medical director(s).

- The leeway of the Director to make personnel and internal policy decisions that are in the best interest of the communications center in a timely manner. Again, policy decisions regarding response plans should always remain under the control of the user agencies.
- The responsibility of the Director to make budget decisions that are in the best interest of the communications center without political influence.
- The ability to provide the public and public safety responders upgraded service levels resulting from an organizational structure that includes separate levels of certification and training requirements for the disciplines of call taking, police dispatching, fire, and EMS dispatching. These general disciplines are then further parsed to include levels of certification from basic through master/tactical.
- The ability to have all operational personnel in physical proximity to each other without any walls or geographical barriers. When all the staff is near each other, they are more accessible and can more easily communicate. Proximity allows staff to maintain a clear picture of overall public safety and situational awareness. This type of communication and overall awareness enables the center staff to provide a higher level of service to the field personnel and to the community.
- The opportunity to improve quality of service, cost efficiencies and operational efficiencies as the outcome of a well planned and executed consolidation.
- The creation of a more efficient deployment of internal and external resources.
   Effective movement of personnel occurs on situational need. Properly planned and executed personnel training and transition increases staff professionalism and can enhance commitment by staff to the organization and served agencies. With adequate staffing, controlled retention and proper training, and a schedule that best fits the needs of the staff and center operations, overtime can be better controlled and reduced.
- The opportunity for a single consolidated center model to be more cost-effective beginning with the facility itself, a single consolidated center over time will be more efficient to maintain than three separate centers or one collocated operation within one facility. Singular systems and streamlined networks will realize service and cost efficiencies as well.



- The opportunities for staff development, coordination and communication, meetings, staff supervision, budget preparation and administration via concentrated efforts are more effective in a well-managed consolidated model. The opportunities for friction among dual staff and management are increased in separate or segregated configurations.
- The role of the board to resolve any disagreement regarding the deployment of communications center resources or service levels.

#### The disadvantages to this model include the following:

- The physical location potentially outside of a served agency's geographical jurisdiction may pose issue with access.
- The cost to create a consolidated center, particularly the facility/space needs, network and technology changes, and human resources.
- The ongoing maintenance of the operation and associated unknown costs.
- The level of commitment required that is not easily terminated.
- A change in elected officials or other decision makers negatively impacting long term investment and planning.

## 4.1.1 Administrative Support

Administrative support such as payroll services and facilities would be provided to the center in a shared services manner by the counties, City and Town. In the development of the necessary intergovernmental agreement, the municipalities would document and agree to provide specific services in exchange for a determined contribution amount. This means that should the four municipalities agree to a funding model that requires each to contribute, then the value of any services provided to the PSAP is considered part of said contribution, thereby reducing the individual municipality's monetary contribution share by the value of the service.

**FE** recommends establishing the in-kind services and adjusting the value for same in the following manner:

• City of Bishop provide the space within their current Police facility for the near term and in the planned new police facility as a long-term plan



- Inyo County provide the payroll, benefits management, and general administrative support services
- Mono County provide the technical support for the transition of networks, systems, and equipment, and for ongoing support post-consolidation

The counties, City and Town, should project/determine and establish in an Intergovernmental Agreement, the value of these services and include said value in the collective budget for the new regional center.

# 4.2 User Groups

Once the planning phase is underway, *FE* recommends the development of User Groups to address any issues, operational and technical, specific to individual agency needs. These groups should have representation from the response level of each served public safety agency. There should also be representation in the User Groups from the contracted EMS service, Symons, and any tribal or volunteer agencies that may not have a voting representation at the Board level. This allows full public safety response and recovery views and inputs across the region.

Based on the agencies served, these User Groups should be aligned with law enforcement, fire/rescue, medical, animal control and emergency management. The size and composition of each group can be determined by the agencies represented. The exchange of information between these groups, the Board and Directors will facilitate improvements to service for responders and citizens. The formation of these advisory groups will allow user agencies to have a positive effect on, and sense of involvement in, the quality of service provided to the citizens and responders.

## 4.3 Governance Model Recommendation

It is **FE**'s experience that a consolidation is truly a collaborative effort on the part of all stakeholders. The communications center, law enforcement, fire and medical, have the same mission; to provide the best possible life saving service to the community. With this mission in mind, it becomes possible for the communications center to be established as a true partner in the public safety community by the relinquishment of daily operational control to a centralized service unit supporting law enforcement, fire, and medical response services. Therefore, **FE** recommends that the two counties, City and Town, establish a consolidated communications center as an independent shared service



organization led by a Board comprised of the public safety agency heads, municipal administrators, and medical director(s).

While this governance model represents a notable change for the user agencies, it provides the structure needed by a future communications center director to manage personnel and resources most effectively. Through the effective balancing of user agency, community, and communications center needs, all will receive the highest level of service possible by the communications center.

A plan will be needed to define and guide the transition from the disparate individually governed PSAPs to a consolidated shared services type governance. The base plan components are the following:

Regardless of the representative governance structure selected, a written agreement and bylaws need to be established to set forth specific authorities and responsibilities. To mitigate concerns about control, ability to address emergency communications requirements and to have issues handled in a fair and equitable manner, an Executive Board should ideally be a cross-functional executive group comprised of high-level stakeholders. An Executive Board is an entity that is responsible for the following:

- Overall strategic direction
- Operational parameters
- Operations-based decision-making
- Policy decisions
- Budget review and recommendations

An Executive Board would include term appointments of the public safety agencies heads, the Counties' Administrators, the City's Manager, the Town's Manager and one at-large appointee to represent the fire protection districts. This configuration allows the served agencies and municipalities to have an appropriate level of control over how services are rendered. The appointment terms would be established in the bylaws supporting an Inter-governmental Agreement (IGA)/Memorandum of Understanding (MOU) executed between the participating municipalities. The Board appointments should be staggered one to two-year terms. This diversity in membership will allow the Board to maintain neutrality and effectiveness through limiting the term periods, limiting service, and ensuring all participants enjoy membership and representation.



## 4.3.1 Supporting Entity

A regional center will require a backbone structure for administrative services (payroll, benefits management and other human resources needs) and support services (budget/finance, legal, risk management and procurement). *FE* recommends establishing Inyo County to provide the payroll and general administrative services through an Intergovernmental Agreement (Agreement).

The Executive Board is the authority under whom the regional center operates, and the Agreement establishes the regional center as serving all participating agencies and municipalities without the perception of allegiance or preferential treatment to the designated supporting entity.

Some of the most important decisions to be made by the participants will be those relative to human resources. Establishing pay and classification, preserving employee seniority, leave, retirement and other benefits are vital to the well-being of the transitioning employees. Decisions regarding these factors must be approached with the goal of keeping the employees whole.

To make certain the transitioning staff are unharmed in the process, *FE* recommends creating a working group of agency representatives and local human resources managers for each participating municipality to converge job descriptions for the entry level trainee telecommunicator, call-taker, dispatcher, trainer, supervisor, and Director. These job descriptions will be the basis for determining eligibility of existing employees for transition and any future new hires.

It is understood that the participants wish to protect their employees. All employees should be afforded the opportunity to transition to the regional center. There will be a need to identify skill sets and abilities to properly place the transitioning employees in the regional operation via an eligibility program and process. Each employee's position must be terminated by the current employing municipality and established (hired) by the regional center. The placement within the new organization (to include pay, classification, benefits) would be determined by the employee's skills and training needs. The collective bargaining agreements should be maintained separately until expiration and/or renegotiation date.

Until such time, and as a requirement for employment, a new single collective bargaining agreement will be established for new hires of the regional center. As the legacy agreements expire, transitioning employees will be added to the new agreement. This



can be achieved by convening the bargaining unit memberships and the participating municipalities to either:

- 1. Determine which of the existing agreements best meets most of the needs of the transitional employees
- 2. Extract the salient and most beneficial/agreeable components of the existing agreements into a single new contract
- 3. Develop a new agreement for the regional center staff that the transitioning employees can elect to join or be allowed to ride out their existing contracts

If allowable, it may be in the best interest of the regional center and Board to begin meeting with the collective bargaining units' representatives as soon as practical to start discussions on how best to protect and serve the transitioning employees.

## 4.3.2 Working Groups

To augment the authority of an Executive Board and to provide operational guidance to a regional center, discipline specific working groups should be formed – one for police service and one for fire services.

The working groups would comprise representatives from each agency served by the regional center. *FE* recommends maintaining a limited number of members per working group to avoid problems with coordination and decision-making processes that can occur in larger groups.

Appointment or assignment to these groups should be determined by agency heads. These groups will provide operational oversight via policy input to the regional center Director via working group liaisons. To promote effective communication, *FE* recommends one liaison per working group. The liaisons should be elected from the group membership for a pre-determined term.

The discipline-specific working groups do not take the place of, or usurp the authority of, the Executive Board. The working groups should contribute to the Board's (and future Director's) control over operational protocols within the structure of the supporting entity's policies.

Any established policies must be approved by the Executive Board and not conflict with existing participating municipalities' policies, except where differences are necessary to



conduct regional communications center operations in the interest of public and responder safety.

#### 4.3.3 Intergovernmental Agreement

All participating municipalities should enter an IGA to establish the Executive Board, including membership, authority, and responsibilities of the Board. The extent to which the Board's procedures (i.e., meetings, planning) are defined in the IGA is up to the parties to the agreement. Process and procedures for the Board can be established in the IGA, but do not need to be. Procedures can be established in a Charter and/or bylaw. If this is the case, the IGA should call for such procedures to be established.

The Board's authority should allow full control over operational protocols within the structure of the supporting participants' policies. Provisions should allow for decision-making authority into the hiring and evaluation processes, and termination where necessary, of the regional center Director. Bylaws can be established to include a budget review process.

The IGA should identify and define the following:

- 1. Date
- 2. Signing participants
- 3. Jurisdictions covered in the agreement
- 4. Mission Statement of need and establishment of a regional communications center
- 5. Description of purpose and services to be provided by a regional communications center to the citizens and served agencies, and strategy for accomplishing regionalization
- 6. Establishment of funding mechanism: capital, transitional and operational
- 7. Statement of how the location of a regional communications center was determined
- 8. Establishment of the Executive Board to include membership, responsibility and authority, and meeting schedule
- 9. Establishment of user groups to provide input to operations
- 10. Reference to authority of the Director



- 11. Development of a transition plan to include operational, structural and technology changes that will occur; the plan should also include how to best educate and attain buy in from the impacted agencies and citizens
- 12. Transitional issues, such as hiring of employees (existing and new) and how employees will be acclimated to the regional center organizationally and operationally
- 13. Description of how other duties, such as non-emergency/administrative calls and monitoring responsibilities, will be handled
- 14. Duration of agreement; withdrawal requirements; admission of new jurisdictions; mediation / arbitration provisions
- 15. Service Level requirements and performance metrics, and solutions/resolutions for meeting/not meeting requirements

**FE** recommends the participating municipalities' attorneys, or a California attorney recommended by CalOES specializing in IGAs, be consulted to craft or review any agreement, especially related to the creation of the Executive Board.

## 4.3.4 Organizational Structure

An appropriate administrative structure and delineation of duties must be created to direct and manage the operational staff toward the goals of the governing body. Whichever governance structure is utilized for a regional center, a gateway or avenue to and from the user agencies and the emergency communications staff must be created.

A complete administrative staff will require developing classification and pay comparable to department head and management level in the entity selected to support the administrative functions of a regional center. For example, if the regional center were to be created as a new County/City/Town department or under the governance of a new authority, the Director position would be classified as a department head.

From the anticipated workload and population of the participating municipalities, the capacity of the center will require at least one management level position (Director) and program support role(s). The following sample organizational chart below is a conceptual diagram for the possible management and operational staff, and respective roles. While variations of this model can be formed, *FE* recommends stakeholders aspire to build the administrative structure in the manner illustrated. Multiple roles may be combined and assigned to one staff member, such as Training and QA, and combined into one position or all technology supported by one administrator.



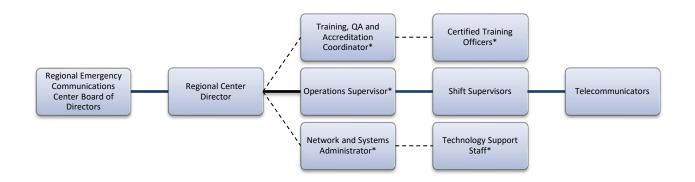


Figure 1 – Sample Regional Center Organizational Chart

\*Note: Again, multiple roles may be combined and assigned to one staff member, such as Training and QA, or all technology supported by one staff member/administrator. Those future projected positions that may not need to be filled at present are marked by dotted line connections in the diagram above.

## 4.3.5 Regional Center Management

To maintain a flow and direction that will allow the regional center to transition into an efficient and effective regional operation, management staff may include the following positions and responsibilities:

- Director with overall responsibility for the regional center, to include budget, personnel, and operations
- Administrative assistant to support PSAP management and assist in managing the flow of administrative paperwork, submissions, document formation, and general records management
- Training and QA Coordinator to manage entry level, remedial and in-service training programs, quality control (QC) program
- Technical Support staff for administration of networks and systems, such as Computer Aided Dispatch (CAD), 9-1-1 telephony, and radio

Once a Director is brought on to work with the Board to plan and implement the regional center, the remaining positions, or roles would be defined and filled as needed.



#### 4.3.6 Policy and Funding Decisions

The oversight/governance board should have full policy and operational oversight authority. The policy transition should begin as staff, or augmented staff, review existing policies and procedures for opportunities to standardize and merge. For those unique agency requirements, separate policies should then be reviewed for opportunities to utilize system functions or automation to accommodate the disparities. For those unique requirements that cannot be accommodated via system or some form of automation, specific detail will be required in policy and training to make certain said policies are adhered to by the regional center staff.

The funding process should flow as the original budget is established via the transition of existing emergency communications budgets and 9-1-1 funds to the coffers of the new consolidated operation to allow it to begin conducting the location and hiring of an Executive Director. The participating municipalities then jointly work through the development of an Intergovernmental Agreement establishing the regional Board, Board make up, roles and responsibilities, and budget authority.

The Board will establish a capital, transition, and operational budget. The capital budget should include any facilities, technology and/or network costs that are start-up, temporary or considered one-time/infrequent costs. The transition budget should include any funding and funding needs for the transition of services from the existing PSAPs to the regional center, such as maintaining continuity of operations by operating PSAPs and the regional center simultaneously, acclimation training and systems training. Note that overtime cost for transitioning staff during the training and cut over periods may best be covered by the existing PSAPs since these transition periods will pre-date the transition of staff from current employment to the regional center.

Human resources, facilities, and technical support infrastructure already in place in the participating municipalities should be utilized in support of the regional center. These relationships should be memorialized in an agreement(s) between the participating municipalities. These agreements should stipulate all terms and conditions, and any service fees and/or in-kind agreement.

As previously noted, the City of Bishop is the logical and preferred location for the consolidated center. The current Bishop Police facility houses a three-console operations room that can be upgraded to accommodate up to four consoles. Also previously noted is the plan by the City to construct a new police facility which could be designed to house a regional center with room for administrative and support services as needed, and future expansion/growth.



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Inyo County has the capacity to provide the payroll, benefits management, and general administrative support for the regional center. Decisions regarding union contracts, salaries, and benefits, should be established and documented early on in an agreement between the counties, City and Town. Human Resources staff/representatives from each municipality should compare the current pay structures and merge, where appropriate. the pay and classification scales in creating a structure that is acceptable to all municipalities and does no harm to the employees that may transition to the regional center. For employees that exceed the pay scale, the decision should be to grandfather them in and allow attrition to rectify the differential over time. The same approach should be made for accommodating changes in benefits packages. The Board, through human resources expert input from the membership, determines what benefits package will be established and supported for the regional center. Employees should then have the choice to transition to the regional plan or remain on their current programs. Any costs excessive of the planned benefits program should be borne by the employee's original employer, where possible. This approach maintains the best practice to leave an employee whole or do no harm. Attrition or renegotiating terms under union contracts should rectify the differential over time.

Mono County should be contracted with by the Board, or offer in-kind services, to provide technical support for the regional center. The current involvement with CalOES and NG9-1-1 planning activities by the Sheriff and the IT Director supporting both Mono County and the Town of Mammoth Lakes, attests to the ability of the County to support the technical needs of the regional center. These technical needs will span the planning, transition and ongoing technical needs for repositioning and streamlining networks, transitioning or replacing/upgrading equipment, systems, and software.



## 5. Organizational Structure and Requirements

# 5.1 Service Level Expectations, Requirements, and Operational Methodology

The three PSAPs operate consistently in answering 9-1-1 calls following NENA call answering standards and in compliance with aligned CalOES standards. The difference in operational methodology exists only in the dispatch of public safety response agencies. These differences are predicated on the geographical coverage areas of the agencies. For example, the Town of Bishop dispatches in a broadcast format for police response and the Counties dispatch directly by assigning deputy response. All agencies dispatch fire and medical responses consistently.

In a regional center, the efforts to standardize call taking and dispatching methodologies should include the following:

- Identifying what differences can be accommodated within the call taking equipment and the CAD system
- Establishing policies, procedures, and protocols, as appropriate, for those unique requirements of the agencies that cannot be accommodated in the call taking equipment or CAD system
- Developing training material and program content to include how unique requirements by agency are to be handled

# 5.2 Call Volume/Workload and Staffing Requirements

The information in this section includes those public safety agencies dispatched by the three PSAPs. It also includes statistical information for incoming phone calls and CAD events that are processed by each PSAP.

## 5.3 PSAP Overview

## 5.3.1 City of Bishop PSAP

The City of Bishop primary PSAP is a division of the City of Bishop Police Department. The PSAP is located within the Police Department headquarters at 207 West Line Street, Bishop, CA.



## 5.3.2 Inyo County PSAP

The Inyo County primary PSAP is a division of the Inyo County Sheriff's Office. The PSAP is located within the Sheriff's Office facility at 550 South Clay Street, Independence, CA.

## 5.3.3 Mono County PSAP

The Mono County primary PSAP is a division of the Mono County Sheriff's Office. The PSAP is located within the Sheriff's Office facility at 25 Emigrant Street, Bridgeport, CA.

The organizational structure for all three PSAPs is entirely within the municipal public safety services of the Counties and City. All three PSAPs are part of the operations of the Sheriff and Police departments in each municipality and are overseen by sworn personnel. The Bishop PD and Inyo County SO PSAPs have an all-civilian staff while the Mono County PSAP has Public Safety Officers who are dually trained in both corrections and dispatch.

# 5.4 Union/Collective Bargaining Unit

The Bishop PSAP staff belong to the City of Bishop Police Officers Association, the Inyo PSAP staff is part of Inyo County Employee's Association (ICEA) [AFSCME Local 315] and the Mono Public Safety Officers belong to the Public Safety Officers Association. All three organizations have associated MOUs with their respective jurisdictions.

## 5.5 Population

According to the US Census Bureau 2019 estimates estimated the following populations are served by the three existing PSAPs:

- City of Bishop 3,747
- Inyo County 18,039
- Mammoth Lakes 8,235
- Mono County 14,444

Note that the County population numbers include the populations of the respective City and Town. Therefore, the population served by a regional center would be 32,483.



# 5.6 Operational Methodology

The PSAPs each perform the workflow process by answering emergency and nonemergency phone calls, entering calls requiring a response into a CAD system, then dispatching the appropriate public safety agency. Since all the PSAPs are small, minimum staffing is either one or two people per shift. Each PSAP operates in a vertical dispatching mode meaning that the person answering the phone is typically the same person dispatching the required agency or units.

# 5.7 Dispatched Agencies

The PSAPs answer and process 9-1-1 and ten-digit emergency and non-emergency calls for the following agencies.

Table 1 – Bishop PSAP Dispatched Agencies

Bishop PSAP
Bishop Police Department
Bishop Fire Department
Aspendell Fire Department
Symons Ambulance Service

Bishop Fire Department is a volunteer agency with a paid Chief. They are also in the process of placing a non-transport ambulance in service.

Table 2 – Inyo PSAP Dispatched Agencies

Inyo PSAP
Inyo County Sheriff's Office
Big Pine Fire Department
Independence Fire Department
Lone Pine Fire Department
Olancha Fire Department
Tecopa Fire Department



Inyo County also dispatches the Inyo County Animal Control, and the Coroner.

For EMS calls, the local fire department ambulance is initially dispatched and if ALS assistance is needed, it is requested by the local agency. The Olancha FD has a paramedic and the Lone Pine FD has advanced EMTs and a part-time paramedic. Inyo also calls and uses Symons Ambulance out of Bishop for ALS support.

Table 3 – Mono PSAP Dispatched Agencies

Mono PSAP
Mono County Sheriff's Office
Mammoth Lakes Police Department
Mono County EMS
Antelope Fire Department
Bridgeport Fire Department
Chalfant Valley Fire Department
Mono City Fire Department
Lee Vining Fire Department
June Lake Fire Department
Long Valley Fire Department
Mammoth Lakes Fire Department
Paradise Fire Department
Wheeler Fire Department
White Mountain Fire Department
Marine Corps MWTC Fire and EMS

Mono County also dispatches Mono County Animal Control, Code Enforcement, Search and Rescue, and the Coroner.

All three of the PSAPs communicate and work with other Federal and State agencies such as, but not limited to, California Highway Patrol, CAL FIRE, State Parks, Bureau of Land Management, and National Forest Service.



## 5.8 Statistics

The following statistics were provided by the PSAPs for the years 2016 through 2019.

## 5.8.1 Telephone Statistics

Tables 4, 5, 6, and 7 show the three PSAPs current telephone call volume as reported for the years 2016 through 2019. This includes total 9-1-1 calls, ten-digit emergency and non-emergency phone calls, and outgoing phone calls.

Table 4 - Total 9-1-1 Calls

Total 9-1-1							
	2016	2017	2018	2019	Average		
Bishop PSAP	2,386	2,792	2,942	2,920	2,760		
Inyo PSAP	4,689	5,314	4,878	4,375	4,814		
Mono PSAP	5,633	7,289	7,381	7,495	6,950		
Total	12,708	15,395	15,201	14,790	14,524		

Table 5 – Ten-digit Emergency and Non-Emergency Phone Calls

10-Digit Emergency and Non-Emergency							
2016 2017 2018 2019 Average							
Bishop PSAP	2,665	361	13,398	12,854	7,320		
Inyo PSAP	30,176	31,355	29,351	24,822	28,926		
Mono PSAP	22,487	23,408	21,663	18,486	21,511		
Total	55,328	55,124	64,412	56,162	57,757		

Table 6 – Outgoing Phone Calls

Outgoing Calls							
2016 2017 2018 2019 Averag							
Bishop PSAP	1,374	976	9,012	7,576	4,735		
Inyo PSAP	7,933	6,872	6,486	7,061	7,088		
Mono SAP	13,490	13,870	13,538	14,384	13,821		
Total	22,797	21,718	29,036	29,021	25,644		



Table 7 – All Telephone Calls

All Calls								
	2016	2017	2018	2019	Average			
Bishop PSAP	6,425	4,129	25,352	23,350	14,814			
Inyo PSAP	42,798	43,541	40,715	36,258	40,828			
Mono PSAP	41,610	44,567	42,582	40,365	42,281			
Total	90,833	92,237	108,649	99,973	97,923			

The busy month in 2019 for the Bishop and Inyo PSAPs was July. For Mono County, the busy month was August.

#### 5.8.2 CAD Statistics

Tables 8, 9, 10, and 11 provides a breakdown of CAD events based on fire, EMS, law enforcement, the total events handled by the Emergency Communications Centers (ECC). The total number of CAD events is the number expected to be processed by a consolidated ECC.

Table 8 – Law Enforcement Incidents

Law Enforcement Incidents							
2016 2017 2018 2019 Average							
Bishop PSAP	12,362	18,386	16,238	10,760	14,437		
Inyo PSAP	12,210	11,593	11,198	11,971	11,743		
Mono PSAP	10,598	11,148	11,331	10,164	10,810		
Total	35,170	41,127	38,767	32,895	36,990		

Table 9 - Fire Incidents

Fire Incidents							
2016 2017 2018 2019 Averag							
Bishop PSAP	203	204	262	301	243		
Inyo PSAP	29	16	11	14	18		
Mono PSAP	1,541	1,909	1,578	1,666	1,674		
Total	1,773	2,129	1,851	1,981	1,935		



Table 10 – EMS Incidents

EMS Incidents							
2016 2017 2018 2019 Averag							
Bishop PSAP	1,225	1,266	1,322	1,216	1,257		
Inyo PSAP	877	816	775	732	800		
Mono PSAP	1,619	1,665	1,531	1,444	1,565		
Total	3,721	3,747	3,628	3,392	3,622		

Table 11 - Total Incidents

Total Incidents							
	2016	2017	2018	2019	Average		
Bishop PSAP	13,790	19,856	17,822	12,277	15,936		
Inyo PSAP	13,116	12,425	11,984	12,717	12,561		
Mono PSAP	13,758	14,722	14,440	13,274	14,049		
Total	40,664	47,003	44,246	38,268	42,545		

#### 5.8.3 Service Levels

All three centers are primary PSAPs meaning that all wireline and wireless calls are routed directly to those centers. Each of the PSAPs dispatch police, fire, and emergency medical services. None of the PSAPs reported any significant routing issues with either wireline or wireless calls.

Non-emergency public safety calls are processed by each PSAP to determine the following:

- If a public safety response is needed
- If the caller needs to be routed, transferred, or referred to another number for other department or municipal service, or to another PSAP
- If information is needed by the caller that the answering PSAP can provide

Inbound and outbound administrative calls are taken and made by the PSAPs' staff in support of the emergency call-taking and dispatching functions, such as information about municipal or department services, contacting a tow service, municipal services and/or a utility for emergency response.



Dispatched events are those events documented in CAD from calls received from 9-1-1, emergency and non-emergency lines, or conveyed via officer/unit-initiated activities. These events are documented to track workload and maintain a record of the service provision. Generally, an event record in CAD contains the following at a minimum:

- Event type
- Location
- Complainant's name and phone number
- Description of the event to include what occurred, suspect information, direction of travel
- Other notes/narrative

## 5.9 Observations

During observation in all three PSAPs the workflow process observed included the expected steps of answering emergency lines as a priority, querying the caller to determine the type of response needed, entering the information into the CAD system and relaying information as appropriate to the response agencies. Radio traffic (law enforcement, fire, EMS) was light to moderate during the observation periods at each of the PSAPs. The staff at all three centers were expedient and concise in dispatching responders.

# 5.9.1 Bishop PSAP

The Bishop PSAP is located within the Police Department in a secured area. There is a window for communication with the public who walk in and the Dispatcher is the first contact to the public when they come into the building. The PSAP has two positions equipped with critical technology such as CAD, 9-1-1 answering equipment and radio dispatch console equipment. A desk in the corner of the center is used when an officer comes in to cover for the dispatcher. The technology at this position has been simplified for their use. The PSAP was completely renovated approximately three years ago. The center size is approximately 255 square feet.

The Russ Bassett system furniture installed in 2008 is capable of sit-to-stand and has environmental features.



The facility has an emergency generator that provides back-up power. The equipment room is grounded, has overhead cabling, and is climate controlled. Neither the PSAP nor equipment room has raised flooring.

Mobile radios with power packs and portable radios are in the PSAP for back-up communications.

# 5.9.2 Inyo County PSAP

The Inyo County PSAP is located inside the jail so that the dispatchers have access to the secondary jail control system. They also have access to view various areas of the jail through windows and various facility video camera feeds. The dispatchers have no primary jailer responsibilities. The dispatchers are responsible for monitoring and operating facility gates one and two.

The PSAP has two positions equipped with all critical technology including CAD, 9-1-1 answering equipment and radio dispatch equipment. The PSAP is approximately 600 square feet.

The facility has a diesel-powered Onan Genset 150 KVA emergency generator that is tested each week on an automated schedule. The equipment room is grounded, has overhead and under floor cabling, and is climate controlled. The PSAP and the equipment room have raised flooring and fire protection. Access is controlled via key card.

The PSAP has mobile radios with power packs and portable radios for back-up communications.

# 5.9.3 Mono County PSAP

The Mono County PSAP is located inside the jail facility and shares the same workspace as the jail control room. The public safety officers are the primary operators for the jail control system. They also have access to view various areas of the jail through windows and various facility video camera feeds. The officers assigned to dispatch are responsible to monitoring officers working the jail and operating the access control equipment.

The PSAP has three positions equipped with all critical technology including CAD, 9-1-1 answering equipment and radio dispatch equipment. The PSAP size is approximately 600 square feet. The Linak system furniture was installed in 2014 and is capable of sit-to-stand functionality and has environmental features.



The facility has a new 150kw propane emergency generator that is tested each week on an automated schedule. The equipment room is grounded, has overhead cabling, and is climate controlled. Neither the PSAP nor the equipment room has raised flooring, and both are protected by an Inergen inert gas fire protection system. Access is via escort only.

# 5.10 Staffing / Scheduling

The following sections provide current information regarding the PSAP supervision, staffing, employees, and scheduling environment.

## 5.10.1 Supervision

All PSAPs fall within the Police Department or Sheriff's Office making the Police Chief or the Sheriffs the leader of the divisions. The Sheriff's Offices have dedicated sworn personnel who oversee and manage the daily operations of the communication centers and the City center is overseen by the Support Services Manager. The City also has a Lead Dispatcher position and Mono County has two Shift Supervisors, a Dispatch Lieutenant, and a Dispatch Sergeant.

# 5.10.2 Current Employees<sup>3</sup>

Tables 12, 13, 14, and 15 provide the number of authorized and current employees for all the PSAPs. This list includes the number of full-time and part-time civilian employees.

Table 12 - Bishop PSAP Employees

Current Employees - Bishop PSAP						
PSAP	Authorized Employees - Full Time Authorized Employees - Full Time Actual Employees - Full Time Actual Employees - Part Time					
Dispatchers	5	0	5	0		
Total	5	0	5	0		

<sup>&</sup>lt;sup>3</sup> As with any agency, the exact number of employees fluctuates continuously with hiring and attrition.



Table 13 - Inyo PSAP Employees

Current Employees - Inyo ECC					
PSAP	Authorized Employees - Full Time - Part Time - Full Time - Part Time - Full Time - Part Time				
Telecommunicators	6	1	6	0	
Total	6	0	6	0	

Table 14 – Mono PSAP Employees

Current Employees - Mono ECC						
PSAP	Authorized Employees - Full Time - Part Time - Actual Employees - Full Time - Part Time - Part Time					
Shift Supervisors	2	0	2	0		
Public Safety Officers 8 0 6 0						
Total	10	0	8	0		

Mono County Public Safety Officers staff the combined PSAP and Jail Control Room. These employees are dual trained in both custody/corrections and dispatch. In addition to the typical dispatch tasks, the Officers supervise prisoner conduct, perform inmate booking and screening, and assist with the transportation of prisoners. There are three Officers on duty; two will have primary dispatch tasks and the other handles the jail tasks.

Table 15 – All PSAP Employees

Current Employees - All ECCs						
PSAP	Authorized Employees - Full Time Authorized Employees - Full Time Actual Employees - Full Time Actual Employees - Full Time					
Shift Supervisors	2	0	2	0		
Dispatchers / Public Safety Officers	19	1	17	0		
Total	21	0	19	0		



#### 5.10.3 Shifts

Employees assigned to the Bishop PSAP work twelve-hour shifts with shift changes at 06:00 and 18:00 hours. There is also a swing shift for the busier hours when the schedule permits.

Employees assigned to the Inyo PSAP work twelve-hours shifts with shift changes at 06:00 and 18:00 hours.

Employees assigned to the Mono PSAP work twelve-hour shifts with shift changes occurring at 06:30 and 18:30 hours. The Officers normally rotate positions every four hours to maintain proficiency in all functions of dispatch and control room.

# 5.10.4 Minimum Staffing

Minimum staffing at the Bishop and Inyo PSAPs is one dispatcher. Typical staffing is two dispatchers during the busier hours of the day and one dispatcher overnight.

Minimum staffing at the Mono PSAP is three officers, two assigned to dispatch and one to jailer duties, with assistance provided to each side as circumstance require. When at full staffing, four officers are on duty, two assigned to dispatch and two to jailer duties.

# 5.11 Staffing Model

To provide efficient service to the public and local emergency services, PSAPs must always maintain an adequate number of qualified staff on duty. When this does not occur, service quality can diminish and the short and long-term effects on employees often lead to staffing shortages, overworked personnel, increased attrition, increased complaints from citizens and response agencies, and a reduced level of confidence in the PSAP's operations.

The staffing needs of a 24/7 public safety communication operation require constant monitoring of the workload and staffing assignments to maximize coverage across all shifts. It is rare that a set number of staff is on duty at any given time. The work hours and assigned positions per shift are based on need, skill sets, experience, and call volume. PSAP management and supervisory staff are responsible for monitoring these factors and assigning staff accordingly.



# 5.11.1 Call-Taking

Call volume is the prime factor in determining the number of trunks, workstations and call taking positions needed to handle a PSAP's projected call-taking workload. Of equal importance in determining the number of staff, is the standards by which an agency complies with in call answering. The NENA standard is to answer 90% of 9-1-1 calls within 15 seconds. The NFPA standard, used by the Insurance Services Office (ISO), is to answer 95% of calls on emergency lines within 15 seconds.

The first step in estimating staffing levels is to estimate the total telephone call volume the PSAP will handle, including both 9-1-1, ten-digit emergency and non-emergency phone calls. To determine these statistics, *FE* used the reported 2019 incoming total call volumes submitted by the PSAPs. This includes incoming 9-1-1 calls, ten-digit emergency and non-emergency phone calls and total outgoing phone calls.

The combined 9-1-1 call volume for the three PSAPs for 2019 was 14,790, the combined average ten-digit emergency and non-emergency call volume was 56,162 and the total outgoing calls were 29,021. The total average call volume, including all 9-1-1, ten-digit phone calls, and outgoing calls for all three PSAPs for 2019 was 99,973.

All Calls 2016 2017 2018 2019 Average Bishop ECC 6,425 4,129 25,352 23,350 14,814 36,258 40,828 Inyo ECC 42,798 43,541 40,715 Mono ECC 41,610 44,567 42,582 40,365 42,281 Total 90,833 92,237 108,649 99,973 97,923

Table 16 – All Telephone Calls

The next step is calculating the number of call-taker positions requiring 24/7 staff to manage the total call volume expected for a consolidated center. Table 17 reflects the monthly and per-hour estimated call volume determined by the busy month from the 2019 annual statistics by hour supplied to *FE*. All the PSAPs provided hourly call volumes for 2019 and that data was used to determine the combined busy hour estimates. The busy month was determined to be the month of July.

Table 17 also highlights the slowest and busiest hours in a 24-hour period in an hourly table. *FE* arrived at the number of call-taker positions listed in the hourly table by using



an Erlang C calculator. The Erlang C calculator is a traffic model tool developed in the 1970s by telephone companies to project the number of operators needed to handle specified call volume. This tool is the foundation of the current 9-1-1 industry staffing standards and tools available through APCO and NENA. The calculator is enhanced by 9-1-1 industry and individual PSAP data to form a methodology that projects how many full-time equivalent (FTE) staff are needed to process calls. Note that only call-taking positions and number of call-takers are all that these staffing tools can accurately project.

Other positions that may assist in call-taking, such as dispatchers or supervisor, create an overlap in the number of positions and FTEs needed to handle a reported workload. Other impacts come from over reporting call statistics or transitioning of some call-taking duties for non-emergency calls when determining what calls should be answered in a consolidated center and which should be handled by an agency, such as a desk sergeant or records clerk. *FE* recommends that these initial calculations be used for decision making, and frequent review/re-calculations be performed during the planning phase of consolidation to validate the appropriate number of call-takers needed post cutover.

The following best practice and current PSAP call performance standards are the metrics used to align the calculations up with the PSAP workload:

- Service level objective of 90% percent calls within 15 seconds or less
- Average talk time of 90 seconds
- Average after-call wrap up time of 45 seconds

Table 17 – Hourly Incoming Call Volume Distribution and Call-taker Count

Hourly – Call-Taker Count					
Hour	Per Hour for Month	% per Hour	Call Takers Needed		
0:00	5.3	2.29%	1		
1:00	3.6	1.58%	1		
2:00	4.3	1.87%	1		
3:00	2.7	1.19%	1		
4:00	3.1	1.35%	1		
5:00	3.2	1.40%	1		
6:00	6.0	2.61%	1		
7:00	7.0	3.04%	1		
8:00	12.3	5.32%	2		



Hourly – Call-Taker Count					
Hour	Per Hour for Month	% per Hour	Call Takers Needed		
9:00	12.0	5.19%	2		
10:00	14.6	6.32%	2		
11:00	14.4	6.24%	2		
12:00	14.0	6.07%	2		
13:00	14.2	6.12%	2		
14:00	13.3	5.73%	2		
15:00	13.0	5.61%	2		
16:00	15.3	6.60%	2		
17:00	14.8	6.39%	2		
18:00	10.7	4.62%	2		
19:00	10.3	4.44%	2		
20:00	10.8	4.66%	2		
21:00	9.6	4.16%	1		
22:00	9.7	4.20%	1		
23:00	7.0	3.03%	1		
TOTAL	231.2	100.00%	1.54		

When reviewing the anticipated slowest and busiest hours it is difficult to recommend a horizonal operational model of dedicated call taking positions for a consolidated model. For this reason, *FE* is recommending a vertical operation model where there are no dedicated call-takers on duty. The task of answering phones would be shared by all staff on duty. The only time dedicated call-takers would be staffed are for periods of anticipated high call volume such as weather or other special events.

# 5.11.2 Dispatching

The next step in estimating staffing is determining the number of dispatch positions requiring staff 24/7. Currently, there is no nationally recognized calculation/formula to determine the number of dispatchers needed based on workload. However, if congestion is an issue, radio traffic/usage studies can be conducted to determine the level of use or available airtime of a talkgroup or channel to make certain they are not too busy. This type of study can assist a PSAP in determining the number of channels needed to support operations but does not directly provide the number of dispatchers needed to staff the required channels.



# Mono County, California Regional Dispatch Feasibility Study and Implementation Plan

While there is no scientific method to calculate the number of needed dispatch positions based on the number of incidents or CAD events, **FE** uses a combination of reported CAD events and number of primary dispatch channels currently in use. This information is collected and reviewed along with the other types of criteria listed below when estimating dispatch workstation numbers.

To maximize the efficiencies gained by combining the dispatch of various agencies, each existing dispatch position should be reviewed to see if combining some of the agencies on to the same primary dispatch channel makes sense. If a single primary dispatch channel is not feasible, then reducing the number of primary dispatch channels to the lowest number possible may be the goal.

Based on the call volume, reported, and observed workload, *FE* recommends maintaining two combined call-taker and dispatcher positions around the clock. During higher call volume periods, or special events, *FE* recommends adding a third call-taker/dispatcher position.

- FE recommends combining agencies onto the same primary dispatch talkgroup, thought should be given to whether the combination makes sense from a geographical and radio coverage perspective. Agencies that share geographical borders often already assist each other on a routine basis. Therefore, combining talkgroups may be beneficial and potentially more efficient for the communications center and provide a higher level of situational awareness for the participating agencies.
- Assignment of multiple primary dispatch talkgroups It is a recommended best practice to not assign multiple primary dispatch talkgroups to a single dispatcher.
   A single dispatcher should not be expected to manage more than one emergency event on one channel/talkgroup.
- The use of current technology Technology such as mobile data and Automatic Vehicle Location (AVL), should be used to the greatest extent possible to help reduce radio traffic. The exception is for officer location during a dispatch or officer-initiated event or action as the safety of the officer(s) may be negatively impacted.
- Tactical or operational talkgroups and channels The use of tactical or operational talkgroups and channels is common in fire and law enforcement communications to properly manage event communications, operations, and incident management. A dispatcher should be assigned to monitor and support



field personnel during active structure related, multi-unit incidents and special operations.

The following table illustrates the number and type of physical workstations and operational assignments needed for the recommended multi-agency consolidated center. The minimum number of required positions is seven, as shown in Table 18 below.

**Dispatch Positions – Consolidated** Radio 9-1-1 # **Position Type Dispatch** CAD CPE Console Supervisor/Call-Taker 1 Yes Yes Yes Yes 2 Law/Call-Taker Yes Yes 3 Fire/EMS/Call-Taker Yes Yes Yes 4 Call-Taker/Overflow/Training Yes Yes Yes

Table 18 – Dispatcher Workstation Distribution

It is important to understand that the above workstation distribution table is conceptual. Multiple options exist for the actual configuration or operational and work distribution for a consolidated communications center. Such options are examined during the implementation planning process and a final workflow and operational model are put in place. However, to estimate staffing needs and personnel costs, the *FE* team developed the above model based on our knowledge and experience with multi-agency consolidated center operations.

The following explains the rationale behind the workstation configuration in Table 18:

It is **FE**'s recommendation that all positions be equipped with the same critical technology for CAD, 9-1-1 answering equipment and radio dispatch consoles. This allows any PSAP function, call-taking, or dispatching, to be conducted at any position in the PSAP. This allows decision makers to easily change operational assignments as needed.

All staff would be cross trained for all job functions. While daily job function assignments would change, any employee could be utilized at any position. This methodology makes certain a higher level of efficiency and lower overtime costs. The ability to cross train all staff is a benefit of a PSAP this size. As PSAPs grow and become more complex there is a need to split job functions by specialty; dispatcher and call-taker. While this structure works well, it does add a layer of complexity to scheduling and training. However, cross trained employees ease the task for the scheduler when looking for staff to fill the



schedule and for supervisors who need to reconfigure the operations floor and/or staff additional positions based on a fluctuating workload.

Currently none of the existing PSAPs have the required room, positions, and equipment necessary to function as a consolidated center. However, the City of Bishop facility can be reconfigured to accommodate three fully equipped positions and therefore the workload of the combined three PSAPs. *FE* recommends planning to house the regional center in the Bishop facility with the goal of transitioning to the planned new Bishop Police facility in the future. This future PSAP location should be designed to accommodate a minimum of four fully equipped console positions with room to add at one position for expansion or growth as a long-term goal.

# 5.11.3 Staffing Recommendation Methodology

**FE** uses the Association of Public-Safety Communications Officials (APCO) Project "Responsive Efforts to Address Integral Staffing Needs" (RETAINS) criteria to determine the number of employees required to staff the projected number of workstations. The following steps, data application and calculations, are performed in accordance with the RETAINS guidance.

The annual number of work hours per employee working twelve-hour shifts is 2,184. The formula begins by subtracting the reported standard leave such as vacation, personal, training, and sick time, to arrive at the total available work hours per employee. The total number of annual work hours in this study is 1,763 hours per employee, based on the following average human resources criteria. These average numbers are based on *FE*'s experience working with similar sized PSAPs and completing similar consolidation study reports.

- Vacation, compensation, and holiday time 120 hours
- Sick 80 hours
- Personal leave 36 hours
- Training 24 hours
- Other 0 hours

To arrive at the recommended model, the final number of employees required to cover call-taking functions is added to the number required for dispatch functions and any required dedicated supervisor positions to determine the total required number of PSAP staff. As previously indicated, based on estimated hourly call volume *FE* recommends a



vertical operational model without dedicated call taking positions except for special circumstances such as expected weather events or other anticipated high levels of call volume.

# 5.11.4 Recommended Staffing Model

Table 19 provides the personnel count for a multi-agency consolidated communications center to incorporate the three existing PSAPs from the three participating jurisdictions based on the estimates and assumptions included in the previous sections. Consideration and scaling of the projected number of FTEs includes understanding that the Shift Supervisors will perform call taking and dispatch duties as needed, and the call-taker and dispatcher functions will be shared by the on-duty staff.

Table 19 – Consolidated PSAP Employees

Consolidated PSAP Employees				
Position Title Total Number of Employee				
Shift Supervisors	3			
Telecommunicators	10			
Total PSAP Staff	13			

The above model assumes the following:

- 12-hour shifts.
- Vertical operational model with no dedicated call-takers.
- One primary fire/EMS dispatch position 24/7. When not operating any significant active incident, this dispatcher would be the first to answer emergency phone calls.
- Dedicated Shift Supervisors who would be tasked with call-taking responsibilities and would be second in line to answer calls if the fire/EMS dispatcher is busy.
- Two primary law enforcement dispatch channels used for assisting in answering phone calls.



 This table does not include any management, administrative or support staff. The need and number of these additional positions are discussed in the Support Staff and Function Descriptions/Titles sections of this report.

Based on Erlang C calculations and the RETAINS formula, the minimum projected communications staff needed in the consolidated center is 19, however the known workload and the overlap of call taking and dispatching duties between the Supervisor and call-takers/dispatchers reduces this number to 13. *FE* calculated this minimum projection, using the reported 9-1-1, administrative/ non-emergency call volume and required number of primary dispatch positions. It is important to remember these positions are listed here more as functions and not necessarily as employee trained skills (e.g., Fire/EMS and PD dispatcher). Cross training in both call-taking and dispatching is required to achieve full complement of staff and to meet industry standards in the processing of the calls and overall workload. See Table 20 below.

Table 20 – Recommended Staffing by Hour of the Day

Hourly - Recommended Staffing					
Hour	Per Hour for Month	% per Hour	Dispatch Needed	Supv. Needed	Total Positions
0:00	5.3	2.29%	2	1	3
1:00	3.6	1.58%	1	1	2
2:00	4.3	1.87%	1	1	2
3:00	2.7	1.19%	1	1	2
4:00	3.1	1.35%	1	1	2
5:00	3.2	1.40%	1	1	2
6:00	6.0	2.61%	2	1	3
7:00	7.0	3.04%	2	1	3
8:00	12.3	5.32%	2	1	3
9:00	12.0	5.19%	2	1	3
10:00	14.6	6.32%	2	1	3
11:00	14.4	6.24%	2	1	3
12:00	14.0	6.07%	2	1	3
13:00	14.2	6.12%	2	1	3
14:00	13.3	5.73%	2	1	3
15:00	13.0	5.61%	2	1	3
16:00	15.3	6.60%	2	1	3
17:00	14.8	6.39%	2	1	3



Hourly - Recommended Staffing						
Hour	Per Hour for Month	% per Hour	Dispatch Needed	Supv. Needed	Total Positions	
18:00	10.7	4.62%	2	1	3	
19:00	10.3	4.44%	2	1	3	
20:00	10.8	4.66%	2	1	3	
21:00	9.6	4.16%	2	1	3	
22:00	9.7	4.20%	2	1	3	
23:00	7.0	3.03%	2	1	3	
TOTAL	231.2	100.00%	2.00	1.00	3.00	

Note that these projections do not include administrative and any required support/maintenance positions, such as training, QA, systems administrator(s) or support for CAD, telephone, and radio. The Director and supervisory staff will be tasked with addressing these needs and will work with the Board and the support staff of the counties, City, and Town public safety agencies to establish programs or support as appropriate. While completely cross-trained dispatchers are desired, projected minimum certified staff is provided as guidance toward meeting call volume and dispatching needs.

The staffing projections represent the number of full time equivalent (FTE) employees needed to staff, at a minimum, two call taking/dispatch positions and one supervisor position during all periods of the day. Between the hours of midnight and 6:00AM the workload indicates only one call-taker/dispatch and one Supervisor is needed.

A re-evaluation of available statistical call volume and data should be performed every three to six months during the planning and implementation phases of a business model change project to validate accuracy in staffing projections. Annual audits and calculations should be performed toward tracking with workload fluctuations and to provide support/justification during budget planning when additional staff are needed.

# 5.11.5 Current Salary Ranges

The following tables depict the current salary ranges for three participating PSAP dispatcher employees.



Table 21 – Bishop Current Salary Ranges

Current Salary Ranges – Bishop						
Position Low - Annual High - Annual Average						
Dispatcher	Dispatcher \$59,280.00 \$61,020.00 \$60,150.00					

Table 22 - Inyo Current Salary Ranges

Current Salary Ranges – Inyo					
Position Low - Annual High - Annual Average					
Dispatcher \$36,324.00 \$58,956.00 \$47,640.00					

Table 23 – Mono Current Salary Ranges

Current Salary Ranges – Mono					
Position Low - Annual High - Annual Average					
Public Safety Officers \$45,600.00 \$80,000.00 \$62,800.00					

**FE** recommends establishing a median salary range for the regional center based on the average ranges from the Bishop and Inyo PSAPs. The Mono ranges are not recommended for use as they represent salary ranges for the combined custody/dispatch positions of the Mono PSAP. The following table depicts what the low, high, and average may be:

Table 24 – Regional Center Salary Ranges

Potential Salary Ranges					
Position	Low - Annual	High - Annual	Average		
Public Safety Officers	\$47,640.00	\$60,150.00	\$53,895.00		

As previously noted, all transitioning employees should be kept whole, if/when possible. To do so, any employee that exceeds the established range, should be grandfathered in. The pay and classification for the regional center Supervisors and call-takers/dispatchers should be determined by the human resource departments of the participating municipalities and adopted by the regional center Board. The Supervisors specific salary range should be comparable to the level of Police Sergeant, or Police or Fire Lieutenant or Battalion Chief. The Director's salary should be commensurate with that of a County, City or Town department head, and be established by the regional Board.



## 5.11.6 Support Staff

The operation of a consolidated public safety communications center is dependent on the skills and knowledge of a dedicated staff including those that support the technology. These employees work daily to provision, maintain, and support the critical technology systems installed in the communications center. In many cases, the same employees maintain and support the technology in the field used by the stakeholder agencies.

The systems include, but are not limited to:

- Computer Aided Dispatch (CAD) System
- Mobile Data System (MDS)
- Interfaces
- Law Enforcement Records Management System (LERMS)
- 9-1-1 answering equipment
- Radio Dispatch Console System (RDCS)
- Land Mobile Radio (LMR)
- Microwave systems
- Radio subscriber units
- Logging recorders
- Master clocks
- GIS/Mapping for CAD/RMS/MDS
- Many more applications, hardware, network components, security profiles, etc.

**FE** recommends utilizing the Mono County IT department to provide the necessary critical technical support for the regional center. To that, there will need to be dedicated and engaged technical support staff contributing to the planning, implementation, and post-cutover to a consolidated center. The technical planning activities should include technical support staff from each of the participating agencies, with the goal of establishing the Mono County IT department in the ongoing support role for the regional center post go-live. Dedicated redundant and overlapping skill sets should be available to the consolidated center 24/7. These dedicated resources should be accountable to the consolidated center management. Annual resource allocation review should be



performed to determine if and where additional technical support resources are needed. Quantifiable data will assist in justifying budget changes for these resources.

Determining external technical support costs will require identifying an appropriate level of vendor support needed for planning and transition, specifically from the major systems vendors Sun Ridge Systems, Vesta Solutions, the future radio console, and the logging recorder vendors.

The planning activities must include quantifying workload and associated cost of providing technical support to 9-1-1 to make certain that support is appropriate for a consolidated center. In projecting IT support needs for a consolidated center, one must include identifying costs of expanding skill sets and staff to accommodate changes in technology and technical support staff attrition.

## 5.11.7 Function Descriptions / Titles

The following subsections present some sample definitions for functions of multi-agency operations comprised exclusively of civilian staff. Although the functions must be fulfilled, it may not be necessary for a dedicated person to perform each function, since individuals may act in multiple roles. Dependent on workload, the training and QA functions may be combined, for example. It is also possible for QA to be performed by the supervisors, and training to be conducted by experienced and certified dispatchers. In addition, some of these functions may be provided by participating agency support agencies such as, but not limited to, GIS and Information Technology.

The important thing to remember is that while these functions do not necessarily translate into paid full-time staff positions (except for the dedicated Director/Manager position and possibly administrative support), they all need to be performed competently to make certain effective operations.

## **Director or Manager**

The Director or Manager has overall responsibility for providing leadership and has ultimate responsibility for all the ECC operational, technological, budgetary, and administrative functions. The Director / Manager is charged with setting the direction for the ECC, planning for future operational and technological changes, and ensuring that the ECC meets the mission set by the oversight body and the agency approved service level agreements. The reporting relationship for this function is determined by the type of governance established.



#### **Shift Supervisor**

To properly manage a multi-agency ECC, a strong supervisory structure is recommended for two primary reasons; to ensure compliance with public safety standards and best practices and to maximize operational efficiency. Although shift supervisors are not always present in smaller ECCs, either for financial reasons or because sworn personnel function in this role, the ECC in the planned consolidated model will be too large to operate efficiently without the presence of 24/7 supervision. Based on the size, estimated call volume, and recommended staffing for the consolidated center the shift supervisors for the new consolidated center will be required to assist with some call taking and dispatching tasks.

#### Other Roles of the Director and Supervisory Staff:

#### **Training Program Support**

This program is responsible for the coordination and training of all PSAP operational personnel, and for developing and interacting with certified training officers (CTOs). In addition to new-hire training, 40-hours continuing education (in-service training) per year per telecommunicator is typically recommended and/or required to maintain certifications and/or update skills. Specialized certifications may require a minimum number of continuing education hours per year. Training staff is responsible for initial training and certification maintenance programs and for tracking and monitoring on-the-job training.

#### **Quality Assurance Program Support**

The QA Coordination program reviews call-taking and dispatching activities, documents findings and provides feedback on performance, and manages compliance with best practices and policies. This process provides evidence needed to establish and maintain that services provided by the ECC are of high quality and performed effectively. This function helps identify organizational and individual training deficiencies and provides plans to rectify them. The QA function is required of any agency administering pre-arrival instructions and/or pursuing accreditation through NAED<sup>4</sup> or CALEA<sup>®5</sup>. This program is typically responsible for the creation of recordings for investigations, use in court or other official proceedings. This program is also responsible for the ECC's compliance with dispatch protocol systems for law enforcement, medical and fire dispatch.



<sup>&</sup>lt;sup>4</sup> National Academies of Emergency Dispatch

<sup>&</sup>lt;sup>5</sup> Commission on Accreditation for Law Enforcement Agencies

## <u>Telecommunicators (Call-Takers and/or Dispatchers)</u>

This function reports to the shift supervisor and is responsible for call-taking and dispatch functions. These core operational staff may also be responsible for, or participate in, the on-the-job training of new hires, input to maintenance of policies and procedures, and community education and job fairs.

#### 5.11.8 Standards and Best Practices

Key public safety industry organizations recognize that the on-going evolution of 9-1-1 requires establishing minimum standards for PSAP employee training, operations, technology, and facilities.

These organizations include:

- International City/County Management Association (ICMA)
- National Emergency Number Association (NENA)
- Association of Public-Safety Communications Officials International (APCO)
- International Association of Fire Chiefs (IAFC)
- Commission on Accreditation for Law Enforcement Agencies (CALEA) U.S.
- National Fire Protection Association (NFPA) (U.S.)

The specific standards applicable to a potential transition from three separate PSAPs to a single consolidated operation include the following service quality and performance goals in call-taking:

NENA-STA-020.1-2020, 9-1-1 Call Answering Standard, states, "90% of all 9-1-1 calls arriving at the Public Safety Answering Point (PSAP):

- SHALL be answered within (≤) 15 seconds. Ninety-five of all 9-1-1 calls SHOULD be answered within (≤) 20 seconds."
- The interval between Call Arrival and Call Answer should be evaluated, at a
  minimum, for each preceding month using a full month of data. Determining if a
  PSAP has successfully met the call interval metric of 90% in 15 seconds (and
  95% in 20 seconds), should be based upon the one-month evaluation. An
  authority having jurisdiction (AHJ) may measure this metric on a weekly or daily
  basis for a more detailed analysis.



- "Ninety percent of all 9-1-1 calls arriving at the Public Safety Answering Point (PSAP) shall be answered within ten seconds during the busy hour (the hour each day with the greatest call volume, as defined in the NENA Master Glossary 00-001). Ninety-five percent of all 9-1-1 calls should be answered within 20 seconds."
- The 2016 version of NFPA 1221, Section 7 states, "Ninety-five percent of alarms received on emergency lines shall be answered within 15 seconds, and 99% percent of alarms shall be answered within 40 seconds, and
- "Ninety percent of emergency alarm processing shall be completed within 60 seconds, and 99% percent of alarm processing shall be completed within ninety 90 seconds."

## 5.11.9 Supervision

The 2016 version of NFPA 1221, Chapter 7 Annex A.7.3.1 states "...Consider the following two concepts of communications center operations:

- Vertical Center. A telecommunicator performs both the call-taking and dispatching functions. Telecommunicators working in a vertical center are known to engage in multitasking that can inhibit their ability to perform assigned job functions. This is the operational model recommended for this project
- Horizontal Center. Different telecommunicators perform the call-taking and dispatch functions. These standards can be difficult to meet when a single employee must manage multiple job functions simultaneously.

Public safety best practices require 24/7 supervision. NFPA has developed codes, standards, and recommended practices through a process approved by the American National Standards Institute (ANSI). The Technical Committee on Public Emergency Service Communication prepared the latest edition of NFPA 1221, *Standard for the Installation, Maintenance, and Use of Emergency Services Communications Systems (Edition 2016)* Chapter 7 sets forth the standards for PSAP operations; Section 1 of Chapter 7 addresses management.

 NFPA 1221, 7.1.3 states, —At least one supervisor shall be on duty and available when more than two telecommunicators are on duty.



- NFPA 1221, 7.1.4 states, —The supervisor shall be assigned to the operations room when there are more than three telecommunicators on duty.
- Annex A of NFPA 1221 provides further explanation. A.7.1.3 states, —The supervisor position(s) in the communications center should be provided in addition to the telecommunicator(s) position(s). These supervisory personnel are intended to be available for problem solving.

While NFPA standards and ICS require dedicated supervisory personnel, there are inhouse considerations as well. A consolidated PSAP may have greater geographic boundaries and agency responsibilities. A dedicated supervisor assigned to each shift:

- Provides coordination and direction during major emergency incidents, such as severe weather, high profile incidents, wildfires
- Is available for problem solving
- Is a single point of contact for subscriber agencies
- Is readily able to identify areas for growth among subordinates
- Allows for formalized development of career paths
- Can document employees' performance for annual/periodic reviews
- Provides a narrower scope of supervision when implementing new policies and procedures
- Provides more supervision for diversified complex tasks
- Can stay current with technological changes/advancements
- Provides guidance to new employees who have less training and experience
- Provides greater knowledge of laws, procedures, and administrative processes
- Can focus on the operations of the PSAP and not have split responsibilities with a dispatch position
- Can focus on customer service to public, subscriber agencies
- Allows for improved communications with management, subordinates, and subscriber agencies
- Spends more time with subordinates individually, daily
- Allows for operational efficiency



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- Can identify areas for remedial training, counseling, or discipline, when appropriate
- Can address issues upon occurrence, not after the fact
- Can set priorities
- Allows for delegation of tasks/responsibilities

#### 5.11.10 **Next Generation 9-1-1**

NENA and other organizations are working on NextGen 9-1-1 (NG9-1-1) standards development, CAD system interoperability and the exchange of information between those applications. As these standards continue to evolve, they should be monitored, considered, and incorporated in any new interfaces between NG9-1-1 applications and CAD systems. Some of the same standards can be used for any future CAD-to-CAD interfaces. Many of the CAD vendors are still assessing their future need to interface and accept the additional information that NG9-1-1 data will provide. At the same time, vendors are trying to determine the actual cost that will be encountered as the needed functionality is developed and deployed.

The agencies should continue to work with CalOES on the implementation of Next Generation 9-1-1.

# 5.11.11 Service Level Agreements (SLAs) and Inter-Governmental Agreements (IGAs)

SLAs should be developed between the consolidated center and the served agencies. The current SLAs are for intra-county technical support.

Operations focused IGAs between the consolidated center and served municipalities define what the center will/will not do for served agencies. These agreements typically include governance, funding, input/oversight method, administrative structure, support structure, clauses for adding or removing/terminating participation, gatekeeping, or vetting process for any new/expanded responsibilities of the center, and so on.

#### 5.11.12 Ten Codes

The agencies should follow federal recommendations to transition from the use of 10 codes to the use of plain language. Although there is no current mandate to do so, emergency communications best practices recommend agencies migrate from the use of



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codes and acronyms. This is especially important for multiple agency response incidents where codes used by one agency could have a significantly different meaning than the same code for the other agency.

Here are links to two of the several documents that address and answer questions regarding the transition to plain language.

https://www.cisa.gov/sites/default/files/publications/PlainLanguageFAQs.pdf

https://www.fema.gov/media-library-data/20130726-1824-25045-1506/plain\_language\_quide.pdf

# 5.11.13 Fire Operations

Fire communications for the fire departments in Inyo and Mono Counties is limited to the dispatch of the stations and once those agencies respond they operate on their own and do not have any communication with the dispatch center until they return to their station. The exception to this is if they have questions, additional requests for other resources or require additional agencies for mutual aid.

**FE** recommends enhancing communications support provided to the fire and EMS communications in the new consolidated center. The following are some common emergency communication best practices for Fire Departments:

- Provide communications center staffing for fire and EMS incidents. When not working current incidents, this staff can assist the other dispatchers or act as a call-taker.
- 2. Fully utilizing the computer aided dispatch system to build out pre-determined unit recommendations for various types of incidents.
- 3. Based on assignments provided by the departments include automatic mutual aid dispatch on certain types of events, such as, but not limited to structure fires, Advanced Life Saving (ALS) EMS calls, and accidents with injury.
- 4. If requested, specific unit-based dispatch recommendations versus station assignments allowing the CAD system to automatically recommend replacements for units out of service or not available.
- 5. Document in the CAD system unit status changes during an event including, en route, first on-scene, on-scene, incident benchmarks, transporting to hospital, in-service, and in-station.



- 6. Utilize the full benefits of mobile data functionality to allow units to access resources, silent dispatch, messaging, make status changes, and AVL.
- 7. Provide remote access to the departments so that they can access their CAD events remotely via a secure log-on web browser.
- 8. Provide a CAD interface to a FRMS database so the departments can access and download their CAD events for reporting purposes.
- 9. Establish agreed to standards around and provide connectivity to notification applications. Leverage native functionality of RIMS/iRIMS first, and support third-party applications, such as Active 911, I am Responding, or eDispatch if native functionality is not available.

NFPA Section 7.4.7 - Records of the dispatch of emergency response units to alarms shall be maintained and shall identify the following:

- 1. Unit designation for each emergency response unit (ERU) dispatched
- 2. Time of dispatch acknowledgment by each ERU responding
- 3. En route time of each ERU
- 4. Time of arrival of each ERU at the scene
- 5. Time of patient contact, if applicable
- 6. Time each ERU is returned to service

# 5.11.14 Emergency Medical Dispatch

EMD is a current emergency communications center best practice and can be a level of service that is expected when someone is calling 9-1-1 for emergency assistance. For that reason, *FE* recommends the consolidated center implement an emergency medical dispatch system that meets or exceeds standards established by the National Highway Traffic Safety Administration (NHTSA) and accepted and recognized by the American Society for Testing Materials (ASTM). There are several approved systems such as, but not limited to, APCO, PowerPhone<sup>®</sup>, Priority Dispatch<sup>®</sup> or the National Emergency Communications Institute<sup>®</sup>.

A considerable number of PSAPs in the United States, Canada, and other nations provide emergency medical dispatch (EMD) service to their callers. EMD is a recognized structured system used to determine the nature and severity of a medical problem, prioritize it so the appropriate level of Emergency Medical Services is dispatched safely,



and provide the caller with instructions on how to assist the patient until Emergency Medical Services arrive. However, not all Public Safety Answering Points provide this service.<sup>6</sup>

The emergency medical dispatcher (EMD) is the principal link between the public caller requesting emergency medical assistance and the emergency medical service (EMS) resource delivery system. As such, the EMD plays a fundamental role in the ability of the EMS system to respond to a perceived medical emergency. With proper training, program administration, supervision, and medical direction, the EMD can accurately query the caller, select an appropriate method of response, provide pertinent information to responders, and give appropriate aid and direction for patients through the caller. Through careful application and reference to a written, medically approved, emergency medical dispatch protocol, sound decisions concerning EMS responses can be made in a safe, reproducible, and non-arbitrary manner. These benefits are realized by EMS systems when appropriate implementation, sound medical management and quality assurance/quality improvement (QA/QI) at dispatch are provided within the EMD/EMS system. This practice assists in establishing these management and administrative standards.<sup>7</sup>

A comprehensive plan for managing the quality of care in an emergency medical dispatch system must include careful planning, EMD program selection, proper system implementation, employee selection, training, certification, QA/QI, performance evaluation, continuing dispatch education, recertification, and risk management activities. These functions must be designed and implemented to assist the medical director, dispatch supervisor, and emergency medical dispatcher in monitoring and modifying EMD performance found deficient by QA/QI to protect the public against incompetent practitioners, as well as modify organizational structure, resource, or protocol deficiencies that exist in the emergency medical dispatch system.<sup>8</sup>

# 5.11.15 Quality Assurance and Control

Emergency communications has always been an integral part of emergency responses by law enforcement, fire, and EMS agencies. Over the last 25 years the work environment for telecommunicators has become increasingly technical and stressful as telecommunicators work to learn and maintain the necessary skill sets needed. This field has grown from a simplistic approach where calls were received and dispatched with

<sup>&</sup>lt;sup>8</sup> Elements of an Emergency Medical Dispatch System - NHTSA - Appendix G 1a



<sup>&</sup>lt;sup>6</sup> https://www.nena.org/page/EMDServices

<sup>&</sup>lt;sup>7</sup> Elements of an Emergency Medical Dispatch System – NHTSA – Appendix G 1a

minimal information to a much more complex profession. This new profession requires telecommunicators to:

- Be adept with multiple computer systems and technologies
- Learn how to quickly obtain accurate information from irate, upset, or uncooperative citizens
- Learn what interview questions are critical in every conceivable police, fire, and EMS incident
- Provide pre-arrival instructions that range from simple direct pressure on a wound to infant CPR.
- React quickly and decisively when needed under high stress conditions
- Effectively multi-task and prioritize multiple high priority calls for service
- Work weekends, nights, and holidays

## 5.11.16 Minimum Staff on Duty

Emergency Communications Center best practices always recommend that a minimum of two (2) telecommunicators be on duty in any public safety dispatch center.

- One person on duty can quickly become overwhelmed by a significant single incident or multiple routine incidents
- A single person can only handle one primary dispatch channel or talkgroup that requires constant and unobstructed attention to make certain field user safety.
   One person cannot process an incoming emergency phone call while at the same time processing an urgent radio message from a field unit.
- Having two trained telecommunicators on duty is the only way to make certain
  that a trained employee is always available in the dispatch center. Police officers
  and other staff 'sitting in' for the dispatcher while they are on a bathroom or other
  break is not a viable solution.
- If the PSAP provides any type of dispatch protocol questioning and instructions, then more than one employee needs to be on duty (e.g., Emergency Medical Dispatch).
- Relief factors for the employees for routine natural breaks



• If a single dispatcher on duty had a medical emergency, it would temporarily shut down the dispatch center leaving telephone and radio calls unanswered.

## 5.11.17 Backup Center

Decisions regarding the location of the consolidation center will guide the decision for the location of the backup center. The backup center should be in a geographical location that is physically located a sufficient distance away from the primary communications center. The intent is to provide resiliency against local catastrophic events and natural disasters.

Regardless of location, there will be costs associated with relocating, equipping, and connecting a backup center. Participants will need to decide how many positions, what technology capabilities and capacity, furnishings and connectivity is needed in a backup center. Along with site and facility associated costs, these factors will determine the overall cost of developing and maintaining a backup center.



# 6. Technology Overview and Recommendations

The following sections provide a high-level overview of the current emergency communications technology for each of the study participants. There were no substantial, technical roadblocks to a consolidation regarding the technology, but as expected some of the stakeholder agencies would be required to change and migrate to new systems. Some of this migration will have a cost associated with it. Several key technology systems within the current PSAPs are in dire need of updating or replacement.

# 6.1 Automated Systems

Automated Systems are the critical technology systems that include computer and software applications that provide the users and stakeholders with tools they need to conduct and manage their operations. These systems include, Computer Aided Dispatch (CAD), Mobile Data Devices (MDD), Law Enforcement Records Management (LERMS) and Fire Records Management (FRMS). Within the operation of a consolidated center these systems need to be multi-jurisdictional, multi- agency and multi-discipline.

The systems must be fully functional and integrated to allow the participating agencies to share data and provide critical situational awareness. These systems include interfaces for Mobile Data Devices (MDD), Automatic Vehicle Location (AVL), electronic Field Based Reporting (FBR), third-party interfaces, and GIS mapping.

A few agencies currently do not use the technology listed above; however, **FE**'s recommendation is that they should fully use it to assist in reducing the workload for dispatch staff at a consolidated communications center. In interviews and discussions with the stakeholders, most voiced their desires to utilize all listed technology.

# 6.1.1 Computer Aided Dispatch

CAD is a critical system that assists dispatchers in processing, prioritizing, dispatching, and controlling calls for service for respective emergency service agencies. CAD systems typically consist of several modules that provide call input, call dispatching, call status maintenance, event notes/narrative, field unit status and tracking, and call resolution and disposition. CAD systems include interfaces that permit the software to provide other critical features and functionality.

For the creation of events, the participating PSAPs operate two CAD system modules: law enforcement and fire/rescue. When a multi-discipline event is received and input, the



software system generates two pending calls for service – one for law enforcement and one for fire/rescue.

The PSAPs are using Sun Ridge Systems RIMS computer aided dispatch systems. All the systems can support multiple jurisdictions, multiple disciplines including law, fire, and emergency medical, and can recommend units. Bishop is using the CAD system to provide unit recommendations. Inyo is not using the CAD system for unit recommendations.

The Bishop PSAP uses CAD version 26.13.4. The last software update was June 2020; the workstations were last replaced in 2018 and the servers were replaced in March 2020.

The Inyo PSAP RIMS was installed in 2008. The CAD software version in use is 27, the specific version release was not reported. The last software update was June 2020. The workstation operating system is Windows 10, and the workstation hardware was last replaced in 2018. The server operating system is Windows Server 2012 and was last replaced in 2015. There is a redundant server installed at the County IS facility.

The Mono PSAP RIMS was installed prior to 2005, the exact year is not known. The CAD software version in use is 27.01.7, and the last software update was June 2020. The workstation operating system is Windows 10, and the workstation hardware was last replaced in December 2016. The server operating system is Windows Server 2012 and was last replaced in 2016. The servers are scheduled for replacement in 2020/2021. There is a redundant server installed in the data center using single instance virtualized servers using VMware on redundant hardware.

#### 6.1.2 CAD Interfaces

Table 25 is a list of significant CAD interfaces installed in the three participating PSAPs.

Interface Bishop Inyo Mono 9-1-1 ANI/ALI Yes Yes Yes **Email/Text Paging** Yes No Yes Automatic Vehicle Location (AVL) Yes No No Call-Taker/Dispatcher Mapping Yes Yes Yes **Corrections Management** Yes No Yes

Table 25 – CAD Interface Status



Interface	Bishop	Inyo	Mono
Fire RMS	Yes	No	No
Master Clock	No	No	Yes
Mobile Mapping	No	No	Yes
Phase II Mapping	Yes	Yes	Yes
Police Field Reporting	No	Yes	Yes
Police Mobile	No	Yes	Yes
Routing/Directions	No	Yes	Yes
Law RMS	Yes	Yes	Yes
CLETS/NCIC	Yes	Yes	Yes
IRIMS Handheld Device Access	No	Yes	Yes

## 6.1.3 Mobile Data System (MDS)

A mobile data device (MDD) is a computer/terminal, or handheld device such as a tablet or smartphone, installed in emergency vehicles or used by individual responders. These devices are used to communicate data with the dispatch center and other public safety field units. These devices are used to display relevant information to/about events, locations and to access to multiple other software applications.

This equipment accesses CAD system incident data, RMS data, field-based reporting, system queries, and California Law Enforcement Telecommunications System (CLETS)/ National Crime Information Center (NCIC) queries. They also allow access to premise history and alerts, car-to-car, and CAD-to-car messaging. The application provides basic call data upon dispatch, updated or additional narrative information added by dispatch, and includes mapping of call location information. The mapping includes routing information to the call using the responding units' current location based on information provided to the system from in-car GPS units. The mobile application also allows users to look up information about previous calls-for-service, run CLETS/NCIC look ups, add call notes, and update their status.

Mono County is using the Mobile RIMS and Officer Field Reporting that was installed in August 2017. The software version is 16.00.1 and the mobile server is installed in the County's data center. Connectivity to the server is through Cradlepoint routers using the Verizon Wireless commercial network. The Sheriff's office has approximately 18 units in service. Mono County is adding racial profiling reporting functionality to their MDS.



Bishop PD, Mammoth Lakes and the Inyo County Sheriff's Office are not using any system interfaced with mobile data.

Bishop PD does have access to CLETS/NCIC from their mobile units but has no mobile data system integration with their CAD system.

Mono County EMS has two iPads and two Toughbooks installed in their units that provide access to ImageTrend Lite but there is no CAD interface.

# 6.1.4 Hand-held Device Applications

Mono County uses Sunridge Systems iRIMS application, originally installed in August 2019. The current software version is 4.1.12 and licensing is per Agency. Currently the County uses only functionality related to law enforcement.

#### Key functionality:

- View CAD incidents
- Create incidents
- Change unit status
- Map unit location

- View case information
- Encryption
- Two-factor authentication

# 6.1.5 RIMS Collaborate

All agencies participate in Sun Ridge Systems RIMS Collaborate. This functionality allows the sharing of resources among the various law enforcement agencies. Agencies can share CAD and RMS information and view detailed information provided by other RIMS agencies. Each agency determines the level of information they would like to share.

# 6.1.6 Law Enforcement Records Management Systems (LERMS)

The LERMS application provides multiple modules used by law enforcement agencies for the storage, retrieval, retention, reporting, analyzing, archiving, and viewing of data, records, reports, documents, and files pertaining to law enforcement operations. Some of the common modules are arrests, investigations, incidents, case entry/management, property, evidence, master indices, personnel, training, tickets, citations, reporting, and crime analysis. Multi-agency LERMS often acquire and use more than a dozen modules and interfaces to external applications.



All law enforcement agencies including the Bishop and Mammoth Lakes Police Departments and the Inyo and Mono County Sheriff's Offices use Sun Ridge Systems RIMS LERMS. Although not currently part of any of the PSAPs, the Bishop Paiute Tribal Police also use RIMS.

- Bishop PD uses version 26.13.4
- Inyo SO uses version 27
- Mono SO uses version 27.01.7

## 6.1.7 Officer Field Reporting (OFR)

The mobile field reporting program allows the creation of incident reports and associated Incident Based Reporting (IBR) data to be created in the field from MDS. This application allows for some data transfer from a CAD system call for service, and from that base call information a deputy/officer can then enter the required case elements into a case report form. This field-based case report is then sent to a patrol supervisor for review, approval, or rejection, and finally to a holding file on the main system that can be merged into the LERMS database.

The Mono County Sheriff's Office is the only agency using Sun Ridge System's Officer Field Reporting.

Key functionality includes:

- Mobile access to LERMS
- Write case reports off-line
- Access CAD information
- Add an initial case report and supplementals
- Add property and evidence
- Collision reports

# 6.1.8 Fire Records Management System (FRMS)

This fire and rescue service application provides multiple modules used by fire agencies for the incident reporting, data analysis, training, medical records, personnel management, logistics, and risk management. Some of the common modules are the National Fire Incident Reporting System (NFIRS) incidents/reporting, training, personnel,



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investigations, inspections, fire hydrants, fleet management, and equipment maintenance.

Mono County Fire Districts utilize their own FireHouse FRMS. ESO Solutions purchased FireHouse in October 2017 so the agencies will have to migrate to a new solution at some point in the future.

# 6.1.9 GIS Mapping

Today's technology systems, applications and solutions are becoming more reliant on complete and highly accurate Geospatial data housed and maintained in Geographic Information Systems (GIS). The GIS / mapping data is typically provisioned at the local level and provided by the local jurisdiction. It should be the single source of geospatial data utilized by all modules and applications throughout the Public Safety suite of products. Having a single source of GIS data provides consistency and accuracy of the operational picture across the entire Public Safety spectrum. Accuracy of the GIS data plays a critical role in address verification and wireless 9-1-1.

Phase II calls are located via address point and street centerline data contained within the GIS. AVL and Mobile Data applications rely heavily on GIS data accuracy and feature attribution focused on vehicle routing and geographic proximity parameters. NG9-1-1 call routing solutions rely solely on the provisioning of localized geographical data and polygon areas, built, and maintained through GIS systems, to accurately route emergency calls to the appropriate, responsible PSAP at a state, region, or local level.

The RIMS system has its own integrated mapping and should be capable of supporting local GIS/mapping data. However, Mono County is reporting that the local map data causes issues for the CAD system and does not work at all with the mobile data computers. Google mapping is the other mapping option supported by RIMS but poses challenges with accuracy in the region and is problematic as Google mapping is not considered a public safety best practices mapping solution. However, it is better than having no mapping at all, but users need to understand its limitations.

# 6.1.10 Jail Management System (JMS)

The Jail Management System assists the agencies in efficiently tracking and processing inmates from booking to release.

Both Inyo County and Mono County use Sun Ridge System InCustody Jail Management System.



Inyo County uses version 16 (unknown release), installed in 2008. The software was last updated in May 2020.

Mono County uses version 16.0.14, installed prior to 2005. The software was last updated in June 2020.

# 6.1.11 9-1-1 Answering Equipment

All three of the PSAPs use a Motorola Vesta 9-1-1 answering solution.

- Bishop PSAP is using version 7.1 that was installed in March 2008.
- Inyo PSAP is using version 4.3.0.331.
- Mono PSAP is using version 7.2 that was installed in November 2018.

The equipment is supported and maintained by Frontier, the same vendor that installed it. The answering positions are used to answer all incoming calls, both 9-1-1 and ten-digit administrative, place outgoing calls, and make one-button transfer calls. The system also has its own mapping system.

The system is IP-based, and the equipment can receive enhanced 9-1-1 (E9-1-1) call data. An interface to the CAD system allows the location of wireline calls, Phase I wireless tower locations, and Phase II wireless caller locations to display on the map.

The Vesta answering positions provide instant recall recording (IRR) for all phone calls. Bishop uses the phone IRR to provide both telephone and radio conversation playback.

All three PSAPs are involved with California Office of Emergency Services (OES) 9-1-1 Communications Branch project to move to Next Generation 9-1-1. PSAPs have been surveyed for new equipment installation and some cabling and power work has been completed.

All three PSAPs have interfaces to their logging recorder system to record telephone conversations.

Frontier is the Local Exchange Carrier (LEC) providing the 9-1-1 network and all PSAPs are connected to the Frontier Ridgecrest selective router. All PSAPs have redundant ALI links to Frontier's database provider Intrado.

9-1-1 CAMA Trunks to the selective router:



# Mono County, California Regional Dispatch Feasibility Study and Implementation Plan

- Bishop has two (2)
- Inyo has four (4)
- Mono has four (4)

All the PSAPs have 9-1-1 'make busy' switches that allow them to transfer their 9-1-1 calls to their back-up center.

- Bishop has a switch to send their calls to Inyo County
- Inyo County has a switch to send their calls to Mono County
- Inyo County has a switch that can send Mono County calls to Inyo County

## 6.1.12 Administrative Phone System

The Bishop PSAP has administrative phones installed in their communications center and that system is interfaced to their 9-1-1 answering equipment. There are three administrative lines installed on the answering positions. There is an automated attendant on the main number and the default for that system is the PSAP.

The Inyo PSAP uses a Nortel administrative phone system interfaced to the 9-1-1 answering equipment. There are also administrative phones installed in the PSAP. There are plans to upgrade the system to VoIP.

The Mono PSAP uses an IP-based Cisco CUCM 12.0.1 administrative phone system that was installed in November 2018. It is interfaced to the 9-1-1 answering equipment via 3 analog FXS trunks. There are administrative phones installed in the PSAP.

# 6.1.13 Internet Service Providers (ISP)

Suddenlink Communications is the ISP for the Bishop and the Inyo PSAPs.

California Broadband Cooperative is the ISP for the Mono PSAP.

#### 6.1.14 Master Clock

The purpose of the master clock is to synchronize time across all critical systems such as the 9-1-1 answering equipment, radio dispatch consoles and the logging recorder.



# Mono County, California Regional Dispatch Feasibility Study and Implementation Plan

The Bishop PSAP uses a Spectracom master clock solution for their 9-1-1 answering equipment.

The Inyo PSAP uses a Spectracom NetClock 9483.

The Mono PSAP uses ESE U Series master clock.

#### 6.1.15 Text to 9-1-1

All three PSAPs have text-to-911 functionality that is integrated within their 9-1-1 answering equipment and provided by Frontier.

## 6.1.16 Logging Recorder

The Bishop PSAP uses Dynamic Instruments Rebound Instant Replay logging recorders using software version 4.5. The system is configured with 16 channels and is currently recording on 15 of those channels. The 9-1-1 calls are recorded by trunk and by position. There are six radio channels being recorded and seven telephone channels.

The Inyo PSAP is using a JEI JREC logging recorder using software version 2.3.11. The system is capable of recording analog and digital traffic. The recorder is configured with 24 channels and is currently recording on 19 of those channels, 11 channels for radio and eight channels for telephone. The 9-1-1 calls are recorded by position. The recorder is under a maintenance contract and it is not NG9-1-1 ready.

The Mono PSAP uses an Equature logging recorder operating on software version 1.73.1 installed in 2012 and last updated in 2017. The system is capable of recording analog, digital and IP traffic. The recorder is configured with 24 channels and currently recording on 22 of those channels, ten channels for radio, eight channels for telephone and four channels for 9-1-1 trunks. The 9-1-1 calls are recorded by both trunk and by position. The recorder is under a maintenance contract and is NG9-1-1 ready. Remote access to the recordings is available to the Dispatch Supervisors. A new system is planned for fourth quarter of 2020.

# 6.2 Back-Up Center

The Inyo Sheriff's Office is the back-up center for the Bishop PSAP.

Either the Bishop Police Department or the Mono County Sheriff's Office is the back-up center for the Inyo PSAP.



The Inyo County Sheriff's Office is the back-up center for the Mono PSAP. They can answer Mono County's 9-1-1 calls, but they do not have the technology or connectivity to dispatch the County agencies. Mammoth Lakes Fire, Station 1 also has a backup dispatch console which can be used if the primary PSAP is unavailable. That capability would also be limited to the ability to answer 9-1-1 calls, but they are not able to dispatch all the County units.

None of the PSAPs have a local back-up center.

# 6.3 GIS/Mapping

The Bishop PSAP uses a third-party vendor to maintain their GIS/mapping data. They receive their mapping data from Inyo County. The mapping data is in an Environmental Systems Research Institute (ESRI) format and includes road centerlines, address points, administrative boundaries, and emergency services boundaries. The data includes the entire county.

Inyo County has a County GIS office who maintains the GIS/mapping data for the Inyo PSAP. The mapping data is in an ESRI format and includes road centerlines, address points, administrative boundaries, and emergency services boundaries. The data includes the entire county and is updated daily. The County is in the process of applying NENA NG9-1-1 standards to the data for the CalOES NG9-1-1 rollout project.

In Mono County, County IT is the addressing authority and is responsible for the maintenance of the mapping data used by the Mono PSAP. The mapping data is in an ESRI format and Enterprise GIS is being used. The data includes road centerlines, address points, administrative boundaries, and emergency services boundaries. The data includes the entire county and is updated daily. The data currently adheres to NENA NG9-1-1 standards and is in the first wave of testing and deployment.

# 6.4 Radio Dispatch Consoles

The Bishop PSAP uses Motorola MCC5500 radio dispatch consoles. The system is capable of radio tone encoding, a paging log, and instant recall recording.

The Inyo PSAP uses Motorola Centracom Gold Elite radio dispatch consoles, version R10.00.11. The system is over 10 years old and uses a Windows XP operating system. The system is capable of radio tone encoding and instant recall recording. These radio



consoles have reached their 'end of life' and the County plans to replace those consoles in a later phase of their current radio system upgrade.

The Mono PSAP uses CSS Mindshare VoIP 100500 MAXplus radio dispatch consoles. The system was installed in January 2014 and uses an Ubuntu Linux operating system. The County plans to add digital fixed station interface functionality later this year. The system is capable of radio tone encoding and instant recall recording.

## 6.4.1 Radio Systems

Currently all the emergency services involved in this project are dispatched and operate on VHF frequencies.

## 6.4.1.1 Bishop ECC

All emergency services dispatched by the Bishop Police Department ECC operate on VHF frequencies. All the dispatch channels are repeater systems. There is a police dispatch channel, fire dispatch and operations channel and County EMS dispatch channel. Radio tone encoding alerts fire and EMS personnel for incidents. The primary radio site is Silver Peak.

The Bishop Fire department uses eDispatches.

## 6.4.1.2 Inyo ECC

All emergency services dispatched by the Inyo County Sheriff's Office ECC are operating on VHF frequencies. All dispatch channels are repeater systems and PL tone selection is used to select each repeater. Channel assignments are: Sheriff primary and secondary; Inyo County fire dispatch and operations; and Inyo County EMS dispatch channel. Radio tone encoding alerts fire and EMS personnel for incidents.

Primary repeater sites are Silver Peak, Mazourka Peak, Rogers Peak, Tecopa, Cerro Gordo and El Paso. The County also uses a radio consolette for communications with Mono County, Bishop PD, EMS, and other agencies.

#### 6.4.1.3 Mono ECC

All emergency services dispatched by the Mono County Sheriff's Office ECC operate on VHF frequencies. All dispatch channels are repeater systems and PL tone is used to



select each repeater. This is a Sheriff's Office dispatch channel and tactical channel, and county-wide fire channel, which EMS dispatched.

The County uses nine law repeater sites:

- Leviathan Peak
- Sweetwater Mountain
- Conway Summit
- Potato Peak
- June Mountain

- Mammoth Sub Hill
- Casa Diablo Mountain
- Benton (Antelope Mountain)
- Long Valley

The Mammoth Lakes Police Department is dispatched on their own VHF channels: Channel 1, Channel 2, and Channel 3. The Mammoth Lakes Fire Department has their own command and tactical channels.

The Town of Mammoth Lakes indicated that radio coverage in their Town is good.

The Mono County Fire Departments use Active 911 and the Mammoth Lakes Fire Department uses the eDispatches application.

A Hotline channel links all the communications centers including Bishop PD, Inyo SO, Mono SO and California Highway Patrol.

The Mono County ECC has Verizon PTT that is cross patched with the Sheriffs' dispatch channel.

# 6.5 Technology Recommendations

## 6.5.1 System Furniture Positions

- 1. All system furniture positions installed in the new consolidated center should be equipped with the same critical technology such as CAD, 9-1-1 answering equipment and radio dispatch consoles, if economically feasible. This would allow any communications center function, call-taking, or dispatching, to be conducted at any position in the center.
- 2. New ergonomic system furniture will be needed for the new consolidated center. This should include sit-to-stand functionality, and the project team may also want to consider local environmental controls at each console.



## 6.5.2 Computer Aided Dispatch

- All participating agencies use Sun Ridge Systems RIMS CAD system, and the same system should be used in the consolidated center. This will allow integration with the agencies current Sun Ridge Systems Mobile Data and Law Enforcement Records Management Systems.
- 2. The existing system should be migrated to a new backroom environment that includes enough redundancy to make certain no single point-of-failure exists. To ensure the fullest extent of redundancy, the production server(s) should be located at the primary site with a redundant geo-diverse back-up server installed off site.
- The CAD system should be designed to take advantage of current fail-over and other backup technologies that enable continued operation, notwithstanding single or multiple component failure that incorporates the current benefits of network virtualization.

#### 6.5.2.1 CAD Interfaces

The new CAD environment should be capable of interfacing to the following systems:

- Automated Number Identification (ANI)/ Automated Location Identification (ALI)
   from conventional and IP-based 9-1-1 answering equipment
- Wireless Phase II mapping
- NG9-1-1 data
- Automatic Vehicle Location (AVL)
- Fire station encoding and alerting
- Emergency Dispatch Protocols/Software (EMD, EFD, EPD)
- Notification systems (text, email)
- Electronic Patient Care Reporting
- Fire Records Management database
- CLETS/NCIC
- Master Clock
- IRIMS Handheld Devices



## 6.5.3 Mobile Data Systems (MDS)

- 1. The mobile data system should fully be utilized by the user agencies including law, fire, and emergency medical services. This will allow the agencies to utilize the full functionality of the system including, but not limited to:
  - a. AVL
  - b. Mapping
  - c. Routing
  - d. Silent dispatch
  - e. Status changes
  - f. Messaging
  - g. CLETS/NCIC queries
- 2. Typically, the mobile data server is the responsibility of the communications center and the agencies are responsible for mobile data hardware, licensing, and equipment necessary to connect to the mobile server including commercial wireless service.

## 6.5.4 Hand-held Device Applications

- 1. The consolidated center should provide the capability and promote the use of hand-held technology provided by the CAD vendor.
- 2. Typically, the cost to include this functionality resides with the communications center and the device licensing is the responsibility of the agencies

## 6.5.5 Law Enforcement Records Management (LERMS)

 The consolidated center should provide an interface to the LERMS system so that CAD event data can be provided to the user agencies for use in their records systems.

# 6.5.6 Fire Records Management (FRMS)

1. The consolidated center should provide an interface to a FRMS data warehouse where agencies can configure their FRMS systems to retrieve CAD event data for use in their records systems and for reporting requirements.



## 6.5.7 Electronic Patient Care Reporting (ePCR)

 The consolidated center should provide an interface to the ePCR system so that CAD event data can be provided to the user agencies for use in their records systems.

## 6.5.8 GIS Mapping

- 1. The consolidated center will need local GIS mapping data from the local jurisdictions for use with their technology systems to include, but not limited to CAD mapping, mobile data mapping, NG9-1-1 routing, 9-1-1 answering equipment mapping, etc. A process must be implemented for the collection and aggregation of this data into a single data set for use within the systems.
- The consolidated center will need to work with the local GIS mapping data providers to make certain the proper data sets are available for use in the systems including, but not limited to street centerlines, address points, administrative boundaries and response are boundaries.
- 3. This GIS support could be provided by a member agency GIS or IT department in exchange for a reduction in that agency or jurisdiction member or user dues if an agreement to do so could be reached.

## 6.5.9 9-1-1 Answering Equipment

- 1. The new consolidated center will most likely need new back room equipment sufficiently sized to handle the required number of the recommended answering positions.
- If the current 9-1-1 answering position equipment is updated to current versions some of the existing positions may be able to be migrated to the new consolidated communications center.
- 3. The consolidated center will need a robust fully functional MIS reporting system.

# 6.5.10 Administrative Phone System

- 1. A new administrative phone system most likely will be needed for the center management and support offices.
- 2. Incoming ten-digit emergency and non-emergency phone lines can be installed on the 9-1-1 answering equipment.



## 6.5.11 Internet Services Provider (ISP)

1. The new center will need internet access so an ISP provider will be needed. A secondary or backup ISP provider should be considered especially if the new center uses any management, SaaS, or cloud solutions.

#### 6.5.12 Master Clock

- 1. A new master clock solution will be needed to synchronize the times on all the critical technology systems including, but not limited to:
  - a. 9-1-1 answering equipment
  - b. CAD
  - c. Radio dispatch consoles
  - d. Logging recorder

#### 6.5.13 Text-to-9-1-1

1. Integrated text-to-911 service should be provided with the 9-1-1- answering equipment. Once NG9-1-1 is implemented the center should move to Real Time Text functionality.

## 6.5.14 Logging Recorder

- 1. The new consolidated communications center will require a new logging recorder that is appropriately sized for the new equipment and technology. The system should be sized to allow for future expansion.
- 2. The project team should consider a system capable of recording 9-1-1 trunks, phone lines, answering positions, radio channels and select/unselect audio at the radio positions.

## 6.5.15 Radio Dispatch Consoles

1. All new radio dispatch consoles will be needed at the new center that allows connectivity to all the existing repeaters and transmitter sites.

# 6.5.16 Radio System

Out of all the technology, the radio system will be the most challenging for the consolidated center. This is based on the sheer size of the geographical area for which



the center will provide service, approximately 13,359 square miles. The topographically challenging terrain that includes elevation changes of the numerous hills, mountains and valleys just add to the significant challenge. Radio paths and/or connectivity between radio dispatch consoles, RF control stations and repeaters require a transmission path with sufficient clearance above all terrain.

- 1. The ultimate solution would be a region-wide simulcast radio system. However, *FE* understands that there would be a significant cost associated with the configuration.
- 2. An interim solution would be connectivity to the existing County radio systems and have the law agencies migrate to two primary law dispatch channels. If the Mono County radio system does not provide sufficient coverage for Mammoth Lakes, then a third primary law dispatch channel will have to be added. This causes an operational issue where a single dispatcher would now be responsible for two primary dispatch channels.
- Several of the current radio systems already have identified and known issues currently being reviewed and those issues will not be resolved simply by consolidating communication centers. The center would simply inherit those same issues.
- 4. The Consolidated Center will need to conduct a detailed needs assessment of their voice radio communications requirements to identify the most effective way to achieve the radio communications needed in a consolidated environment.

# 6.5.16.1 CLETS/CJIS Personally Identifiable Information (PII)

On October 12, 2020, the California Department of Justice, Information Services Division issued an updated bulletin, #20-09-CJIS, that addresses additional requirements in which authorized law enforcement criminal justice personnel must adhere to regarding CLETS access to Personally Identifiable Information (PII) and the radio transmission of protected information. The policies define certain Criminal Justice Information (CJI) and the transmission of such information that is particularly relevant to the radio transmission of protected data.

PII is information that can be used to distinguish or trace an individual's identity, such as, but not limited to, first name, or first initial, and last name in combination with any one or more specific data elements (per FBI CJIS Security Policy section 4.3) that includes:



- 1. Social Security Number
- 2. Passport Number
- 3. Military Identification (ID) Number
- 4. Driver's License Number
- 5. Other Unique ID Numbers Issued on a Government Document

The transmission of sensitive CJI and PII information, including radio traffic, must be encrypted pursuant to the FBI CJIS Security Policy sections 5.10 and 5.13.

Compliance of these requirements can be achieved using either of the following:

- 1. Encryption of radio traffic pursuant to FBI CJIS Security Policy sections 5.10.1.2, 5.10.1.2.1, and 5.13.1.
- 2. Establish policy to restrict dissemination of specific information that would provide for the protection of restricted CJI database information and combinations of name and other data elements the meet the definition of PII.

All criminal justice agencies who are currently not in compliance with these requirements must submit an implementation plant to the CA DOJ, CLETS Administration Section no later than December 31, 2020 that includes a detailed description of how radio communications will be brought into compliance or how the risks will be mitigated through policy in unable to implement the required encryption technology. This plan must include a projected timeline.

If a criminal justice agency cannot implement the required radio encryption technology, the agency must then limit the amount and types of information that can be broadcast over unencrypted radio channels. To ensure protection of PII, only enough information to complete the request should be provided over the radio in a single, continuous transmission. Any additional information should be relayed in a separate transmission or sent via the unit's mobile data computer (MDC) or hand-held device if that agency has that technology.

- Address information should be limited to the City and first three characters of the street address to limit PII information over the radio unless exigent circumstances exist.
- Additional information such as address, date of birth, and physical descriptors should only be provided when requested through a separate transmission.

The following sections provide CA DOJ recommendations.



## 6.5.16.1.1 Query Driver License/Identification by Number

Unit: "Control, 801, traffic stop."

Dispatch: "801, go ahead."

Unit: "Control, 801, Mono, 801, 395 @ Conway Rich Road, A0025507"

Dispatch: "801, 395 @ Conway Rich Road, A0025507"

Dispatch: "801, operator check returns to a last of Doe, first of John, on a class C,

noncommercial, license status is valid." Or

"801, operator check return on A0025507, last of Doe returns valid."

## 6.5.16.1.2 Query Driver License/Identification by Name and DOB

Unit: "Control, 801, traffic stop."

Dispatch: "801, go ahead."

Unit: "Control, 801, Mono, 801, 395 @ Conway Rich Road, John Doe, DOB

01/01/1977"

Dispatch: "801, 395 @ Conway Rich Road, John Doe, DOB 10/01/1977"

Dispatch: "801, operator check on last name of Doe and DOB to a number of

A0025507, on a class C, noncommercial, license status is valid."

If an officer or public safety official is in jeopardy, only enough information should be broadcast to aid in identifying and/or locating a potential suspect. Once the suspect is apprehended, dispatchers and field units should be cognizant of CJI and PII broadcast limitations.

Without encrypted radio channels or talkgroups, the only viable options for adherence to these updated CA DOJ CJIS requirements are:

- 1. The agencies must use the recommended truncated message format.
- 2. Utilize currently encrypted mobile data communications.
- 3. Use commercial wireless push-to-talk (PTT) communications.

Agencies not equipped with mobile data or PTT have no choice but to migrate to the recommended and approved abbreviated message transmissions.



**FE** recommends that any future radio upgrades include adding encrypted radio channel or talkgroup technology and/or all agencies procuring and implementing mobile data computer functionality.

## 6.5.17 Emergency Medical Dispatch

The new consolidated center should implement EMD protocols. The center can also consider law enforcement and fire protocols if the stakeholder agencies desire that functionality.



# 7. Facility Requirements

The existing PSAPs are in limited spaces within their respective law enforcement agencies. The desired central location of the City of Bishop would require extensive renovation to accommodate the projected seven position operational space, adjacent support spaces, and equipment room(s) expansion.

A high-level space needs review was conducted using the projected seven consoles as the base. The anticipated space allotment per position console is 175 square feet (SF). The 175 SF represents the individual footprint of a position as normally fitting within a 10-foot by 10-foot area (100 SF) with the remaining 75 SF representing the necessary areas surrounding the furniture footprint, such as pathways, open areas, doorway access and clearance allowance in compliance with the Americans with Disabilities Act (ADA). This preliminary spatial allocation number is generally used for planning and can fluctuate with various room configurations and/or system furniture solutions.

Using the allotment of 175 SF per console, an estimated 1,225 SF would be needed for just the operations floor space. Administrative, support and essential adjacencies expand the overall space requirements to a range of 2,000 – 2,500 SF. These spaces typically include equipment and mechanical rooms, training, offices, storage, restrooms, meeting/multi-purpose rooms, bunkrooms, kitchen, and breakroom. For budgeting and planning purposes, a rough order of magnitude (ROM) cost projection for a facility of this size may range from \$600,000 to \$750,000, or more. Costs to renovate an existing space cannot be projected without further study of the specific space(s).

Should a regional initiative move forward, and the participants proceed with construction of a new facility or renovate an existing building, industry best practices for PSAPs should be given consideration.

The design of a space intended to support 24/7/365 operation must meet the needs of a modern PSAP. Of foremost importance is the comfort and safety of the employees and the capacity of the space to address the current needs, as well as the needs for the next 10-20 years. A hardened design is desired and intended to allow the operation to continue when the surrounding community is affected by power outages, severe weather events, and manmade and/or natural disasters. There are compromises, and decisions required to accommodate limitations in funding, vision, and at times, politics. The effort and attention given to the design of a new facility, and specifically to the allocation of the communications space and support areas by the facility occupants, will determine the capacity and life span of the structure, service and, ultimately, the organization.



The industry standards cited and used to guide the design input and technology best practices recommended include:

- National Fire Protection Association (NFPA) Section 1221
- Commission on Accreditation for Law Enforcement Agencies (CALEA)
- National Emergency Number Association (NENA)
- Association of Public-Safety Communications Officials International (APCO)

These standards-setting entities provide standards and guidance in the operations and technical aspects of a modern PSAP. Standards and Guidelines for communications sites governing the electrical, grounding and cable infrastructure and communications systems design include:

- National Electrical Safety Code (NESC)
- The latest edition of NFPA 70
- National Electrical Code (NEC)
- American National Standards Institute/Telecommunications Industry Association/Electronic Industries Alliance (ANSI/TIA/EIA) standards
- BICSI Telecommunications Distribution Method Manual (BICSITDMM)
- Motorola R56 Standards and Guidelines for Communication Sites
- Institute of Electrical and Electronic Engineers' (IEEE)

Additional consideration must be given to codes adopted by the local jurisdictional authority. For example, if the participants follow the most recent version of the International Building Code (IBC), specific criteria must be followed to make certain the stability and integrity of buildings identified as critical facilities.



# 8. Cost Estimates and Potential Savings

# 8.1 Technology Budgetary Pricing

The following table provides high-level budgetary costs for updated technology needed to support the consolidated emergency communications center.

Based on the current age and condition of the existing equipment installed and in use at the existing centers, most of the critical technology will not be reusable in the new center. With a few exceptions, all the current technology must be replaced or upgraded in the new consolidated center

# 8.2 Technology Funding Responsibility

There are no hard or fast rules that apply to a consolidation project when it comes to who is the responsible party, either the agency(ies) or the communications center, for a technology cost or a portion of the cost. This funding decision must be made locally and depends on several factors, such as, but not limited to the technology involved, project participants, local politics, and available funding.

During the project's required transition planning the participating agencies must decide on budget and funding mechanisms. At the same time, technology lines of demarcation should also be determined for those systems that will be used in the communications center and the emergency responders out in the field. The common lines of funding demarcation are detailed in the Technology Recommendation section.

Other factors to consider are whether the cost is eligible to be paid for using collected 9-1-1 fees, local contributions, and or grant funds. In some instances, field user equipment is provided by the communications center to entice an agency, agencies, or a discipline to participate in the consolidation project by providing them additional technology and functionality.



Table 26 – High-level Technology Budgetary Costs

High-level Technology Budgetary Costs							
System	Quantity	Individual Cost	Total Estimated Cost	Estimated Maintenance / Capital Budget			
System Furniture	7	\$17,500.00	\$122,500.00	\$12,250.00			
CAD Software	1	\$20,000.00	\$20,000.00	\$4,000.00			
CAD Hardware	1	\$250,000.00	\$250,000.00	\$50,000.00			
CAD Interfaces	10	\$10,000.00	\$100,000.00	\$20,000.00			
Mobile Data	4	\$30,000.00	\$120,000.00	\$24,000.00			
Hand-Held Device	4	\$10,000.00	\$40,000.00	\$8,000.00			
GIS Mapping	1	\$25,000.00	\$25,000.00	\$5,000.00			
9-1-1 Answering Equipment	0	\$0.00	\$0.00	\$0.00			
Telephony Network	1	\$35,000.00	\$35,000.00	\$7,000.00			
Administrative Phone System	1	\$25,000.00	\$25,000.00	\$5,000.00			



High-level Technology Budgetary Costs							
System	Quantity	Individual Cost	Total Estimated Cost	Estimated Maintenance / Capital Budget			
Master Clock	1	\$20,000.00	\$20,000.00	\$4,000.00			
Radio Dispatch Consoles	7	\$60,000.00	\$420,000.00	\$84,000.00			
Radio System Connectivity	1	\$100,000.00	\$100,000.00	\$20,000.00			
Logging Recorder	1	\$85,000.00	\$85,000.00	\$17,000.00			
Dispatch Protocol Software	1	\$95,000.00	\$95,000.00	\$19,000.00			
Security/Access Control	1	\$40,000.00	\$40,000.00	\$8,000.00			
Flat Panel Wall Displays	4	\$1,000.00	\$4,000.00	\$800.00			
Cable TV	7	\$500.00	\$3,500.00	\$700.00			
Audio Video Switching	1	\$50,000.00	\$50,000.00	\$10,000.00			
TOTAL			\$1,555,000.00	\$298,750.00			



Estimated maintenance/Capital Budget – estimated annual support and maintenance for the systems; if there are no support and maintenance expenses, or the expenses are less than the budgeted amount, then the funds can be used as a reserve fund for future hardware replacement cycles (e.g., servers, workstations).

The following assumptions were used in calculating the above budgetary estimates:

## 1. System Furniture

- a. All new system furniture will be needed for the seven estimated positions needed in the consolidated center.
- b. Seven positions will be installed with three dedicated to overflow, training, and a back-up to the other positions.
- c. The new system furniture will include furniture designed for 24/7 public safety operations and will include required power, cabling, and ergonomic features.

## 2. CAD Software Licensing

- a. It is anticipated that existing CAD workstation licensing at the current participating agencies can be migrated and used in the new consolidated center.
- This only includes costs associated with CAD workstation licensing and does not include licensing that will be required by the stakeholders.

#### 3. CAD Hardware

- a. This includes the new backroom solution that will be sized and configured to handle the required number of positions.
- b. A new backroom environment that includes enough redundancy to make certain no single point-of-failure exists. The new equipment will provide the full extent of and will include production server(s) that will be installed at the primary site with a redundant geo-diverse backup server installed off site.



- c. The CAD system will be designed to take advantage of current failover and other backup technologies that enable continued operation, notwithstanding single or multiple component failure that incorporates the current benefits of network virtualization.
- d. The system will provide minimum environments for production, testing/training, and disaster recovery.
- e. The cost includes new workstation equipment including ancillary equipment such as keyboards, monitors, and mice for the seven new positions.

#### 4. CAD Interfaces

- a. The cost includes the following interfaces.
  - ANI/ALI from conventional and IP-based 9-1-1 answering equipment including Phase II mapping and NG9-1-1 data
  - ii. Fire station encoding and alerting
  - iii. Emergency Dispatch Protocols/Software (EMD, EFD, EPD)
  - iv. Notification systems (text, email)
  - v. Electronic Patient Care Reporting
  - vi. Fire Records Management database
  - vii. CLETS/NCIC
  - viii. Master Clock
  - ix. IRIMS Handheld Devices
  - x. Data Warehouse

#### 5. Mobile Data

- a. The cost is for a redundant mobile data server.
- 6. Hand-Held Devices



a. The cost including server licensing for use of hand-held devices by the stakeholders.

## 7. GIS Mapping

a. The cost includes any server mapping licensing for CAD and mobile data.

## 8. 9-1-1 Answering Equipment

a. It is anticipated that current 9-1-1 answering equipment will be updated and migrated to the new communications center.

#### 9. Telephony Network

- b. This includes the cost to install and/or migrate the 9-1-1 circuits into the consolidated center.
- c. This includes the cost to install and/or migrate all existing ten-digit emergency and non-emergency telephone lines into the new facility.

#### 10. Administrative Phone System

a. This is the cost for a new administrative phone system needed for the center.

#### Master Clock

a. The new communications center will need a master clock solution.

### 12. Radio Dispatch Consoles

a. New radio dispatch positions will be installed at all positions.

#### 13. Radio System Connectivity

- a. This represents the cost required to connect the radio dispatch consoles and RF control stations to the various agency repeater sites.
- b. This includes the cost for any circuit connectivity needed to connect to the repeater sites.



 As noted previously, radio connectivity will be a complex problem to solve and there are many variables that will affect connectivity costs.
 Ideally connectivity will include both primary and backup connectivity to the radio system for each agency.

## 14. Logging Recorder

- a. A new logging recorder will be procured.
- b. Estimated cost is for a 64-channel logging recorder for phone and radio traffic.

## 15. Dispatch Protocol Software

- a. The new center will need to procure an approved EMD system.
- b. The new CAD system will include an interface to dispatch protocols.
- c. The cost for this functionality differs significantly from one vendor to another. Other less costly options may be available.

#### 16. Security/Access Control

a. Security access control will include equipment to monitor various facility cameras and provide the necessary security and access control needed for the communications center.

#### 17. Flat Panel Wall Displays

 These displays will be commercial grade flat panel capable of displaying camera feeds (e.g., PD, Town, Schools, Animal Control, Traffic, and ECC) and computer monitors (such as CAD and mapping)

#### 18. Cable TV

- a. Cable TV will be installed at all the system furniture positions and other areas of the facility to monitor news and weather.
- b. The system will provide connection to an ISP for internet.

#### 19. Audio Visual Switching



a. Switching equipment provides the ability to display various computer monitors on the flat panel wall displays.

## 8.3 Transition Costs

Often overlooked and difficult to quantify are the transitional costs associated with consolidation. Transitional costs are less tangible than facility and technology costs and are usually focused on areas involving the personnel or human resources. For the counties, City and Town, the transition costs will include the following:

- Maintaining existing spaces and systems for a pre-determined cutover timeperiod that may be a few days
- Staff commitment to review and development of standardized policies and procedures for the new consolidated center
- Paying overtime to allow transitioning staff to receive acclimation training, systems training, and cross-training immediately prior to consolidation go-live
  - This training includes use of any new technology, new standardized policies and procedures, and protocols
- Paying overtime to staff the existing PSAPs and consolidation center during live cutover
  - Transitioning workload one PSAP at a time is recommended to allow addressing any issues without impacting entire service area and agencies
  - Maintaining staff at each legacy PSAP while staffing the new consolidated center to allow a return to previous operations should the cutover not go as planned

The counties, City and Town should seek to bring on a Director early in the planning process. This position should have experience in transition planning and implementation and should have experience directing a consolidated center of similar size. The Director salary and benefits prior to cutover may be a shared cost among the participants to allow for bringing the Director on prior to an established consolidated center budget. An anticipated salary for a Director should be comparable to a department head. For projecting costs in this report, a salary and benefits value of \$95,000



The counties, City, and Town should anticipate and budget for approximately \$300,000 to cover the personnel costs associated with these transition activities. The addition of a Director would bring this amount to \$395,000.

# 8.4 Ongoing Operations Costs

Ongoing operational costs in a consolidated center for the counties, City and Town will include the following:

- Personnel costs: Director and operational staff's salary and benefits
- Recruitment, hiring and onboarding activities
- Training program for new hires and annual in-service for all staff
  - This may include certifications such as EMD, ENP and RPL; and professional organization memberships such as NENA and APCO
  - Materials, certification(s) for instructor(s), travel for state required certifications (POST)
- Quality Assurance program materials and training, maintenance/upkeep, performance

Other costs that may be associated with the ongoing operations of a consolidated center for the counties, City and Town include the following:

- Equipment such as headsets that may not be included in technology budget
- Office supplies
- Optional items such as uniforms

The annual ongoing operational costs for a consolidated center serving the counties, City and Town is estimated to be ~\$1,140,000. The breakdown of this estimate includes the following:

 Personnel Costs ~\$1,000,000 representing average/median salary and benefits value for 13 dispatchers, plus approximately \$95,000 for the Director salary and benefits.



- Training (includes POST certification, hiring and recruitment material and activities) ~\$20,000
- Quality Assurance ~\$5,000
- Equipment and office supplies ~\$5,000

# 8.5 Potential Savings

The costs of operating three independent PSAPs by the counties and the City is reported to be approximately \$3,000,000. This approximation was derived from the reported budgets for operating the entirety of the two Sheriff's Offices and the City Police Department. It is difficult to extract exact costs associated with dispatch, other than the personnel costs. The difficulty comes from the sharing of space, some technologies, services, and equipment. The space is specific to each and noted in Section 7, none of the existing spaces can accommodate the housing long-term of a consolidated center. However, the existing spaces do accommodate record keeping materials, storage, and support services for other activities of the parent agencies.

Removing the call taking and dispatching from each will pose different results. Extracting call taking and dispatching from Mono County will leave a space still in need and use for jail population oversight/management, plus Mono County is planning a new jail facility that would not require space and equipment for call taking and dispatching.

Removing the call taking and dispatching from Inyo County will leave space that can continue to be used for storage and office space for record keeping, or the agencies choice of space use.

Altering the City of Bishop's dispatch center to accommodate the call taking and dispatching for all participating agencies will require redesign of the current space to temporarily house the consolidated operation until such time as a new location is found.

There should be some savings or reallocation of use of space through removing call taking and dispatching from the county offices. Quantifying the amount of actual savings is not possible as the new use of those spaces is not yet known, and the cost to redesign/reconfigure the Bishop space is also not yet known. Note that costs associated with a new Bishop Police facility where the consolidated center may be housed in the future is also not yet known. Also not known is what contribution may or should be expected from the participants toward the cost of a new consolidated center space. Costs associated with this will include design, construction/renovation, and transition.



There will be cost efficiencies gained through streamlining the technology down from three locations to one, both for a single system (plus backup) and network reconfiguration. Maintaining singular systems will create cost efficiencies and potential savings for all involved. The amount of savings is not known until specific decisions are made regarding the systems to be used, then transitioned or replaced/upgraded.

Operational cost savings will be recognized through attrition and employee choices or agencies' needs to retain employees for record keeping and clerical duties. A consolidated operation is anticipated to initially require ten dispatchers and three working supervisors. This is a significant reduction from the total of 20-22 currently employed across the three PSAPs for call taking and dispatching purposes.

Note that the call taking, and dispatching function performed by Mono County for the County and Mammoth Lakes is performed by cross-trained corrections/custody officers. It is not likely that any of the Mono County staff will transition to a consolidated center based on the needs of the agency, specifically the jail, and the statements of the staff interviewed. This means that potential transitioning staff would come from Inyo County and the City of Bishop. Should the Inyo Sheriff's Office and Bishop Police need to retain staff for record keeping and clerical functions, then the new consolidated center may need to hire staff to bring the staffing level to the goal of 13 operational staff.

Another area of attraction to transitioning staff will be the three supervisor positions. It is an opportunity to career advancement among the operational staff. The Director should participate in the selection and placement process.

Other operational efficiencies for the new consolidated center will come from the support and infrastructure provisioned from the existing structures of the two counties and City. Participation and input should include the Town of Mammoth Lakes from key decision makers and department heads including support functions such as Human Resources.



# 9. Funding Mechanisms

The intergovernmental agreement discussed in Section 4.3.3 must include details of how and by whom the consolidated center is funded. To this, a funding model must be developed/proposed and accepted via the agreement by the founding entities. A fair and equitable funding model is desired, as is one that is sustainable and has an ease of use and understanding. *FE* recommends a simple four-way split of ongoing operational costs and a shared value of contribution for planning and transitional, and ongoing support functions. The following lays out considerations and forecasts of how this would be accomplished.

The largest component of the consolidated center's budget is personnel costs. This is mostly due to facility and infrastructure support needs potentially being provided by the participating entities. A shared responsibility and therefore shared cost model are best for similarly sized agencies desiring to merge services.

For the sake of planning and projections, we will apply estimated values to the space and infrastructure as follows:

Facility space estimated for four consoles at 125 square feet allowance per console that includes hallways and adjacent space, plus ~100 square feet for Director office space, storage, and supplies. A new construction value of ~\$150 per square foot is applied to project space valued at \$90,000. Ongoing maintenance of said space is estimated annually at \$1,000. Renovation costs cannot be projected without knowing exactly what is being renovated. Using these estimates, an initial shared transition cost of \$22,500 from each of the founding entities, and ongoing shared cost of \$250 annually by each of the founding entities. This ongoing value should be validated and altered once new construction occurs in Bishop. This value should be applied to calculating Bishop's contribution to the consolidation ongoing operational budget.

The support infrastructure values should be determined by how much staff hours are dedicated to the support of the consolidated center. To estimate these costs let us first look at the human resource structure support potentially to be provided by Inyo County. Transition activities of developing pay and class of the consolidated center's staff should be a shared effort by all four participating municipalities' human resource departments. Decisions regarding personnel costs (classification, salary, and benefits) should include appropriate inclusion of union representatives. There is the possibility that some employees will need to be grandfathered into the new operation due to topped out salary or inequitable benefits transition option(s). For those transitioning or new employees that



fit into the new pay and class system, Inyo County human resources will be able to include them in their payroll system and support their benefits package and retirement based on the decisions and input by the founding entities. This planning and transitional support may represent about 10-15% of human resource staffs' time for a period of two months. Once the consolidated center is cutover, the ongoing human resources support directly from Inyo County will shrink to .5-1% of their time annually. The value of this time and resource commitment should be quantified for use in calculating Inyo County's contribution to the consolidation ongoing operational budget.

Quantifying the value of the technical support potentially to be provided by Mono County will follow a similar plan path in that transitional support will be extensive and involve input and contribution from all participating entities. Mono technical staff can anticipate dedicating from 20-25% of their time to the planning and implementation of technology (equipment, systems, and networks) transition, replacements/upgrades, streamlining, and coordinating with CalOES' 9-1-1 Office. Once these systems, equipment and networks are in place at the consolidated operation, the Mono County technology team may expect to dedicate approximately 10% (fluctuating in time of need) of their time to ongoing support. The value of this time and resource commitment should be quantified for use in calculating Mono County's contribution to the consolidation ongoing operational budget.

A rough order of magnitude (ROM) estimate of ongoing operational costs is just under \$1mil, then the founding entities should plan/budget for contributing \$250,000 annually. Keep in mind that this is representative of an equal contribution method since all participating agencies have similar workloads based on the balance between call volume, jurisdictional boundaries, cost per call. Meaning that where call volume is higher in the more populated areas, and lower in more rural areas – the more rural areas require more extensive support in locating and responding to calls, while the more populated areas have shorter response times. Also, the larger jurisdictional coverage areas provide dispatch services to multiple agencies and tribal entities.

Balancing the contribution method for funding the operational budget protects the consolidated center and its customer base from fluctuating budget processes and factors that may be present or result from workload-based formulas. Maintaining a four-way split of costs saves money overall for the counties, City, and Town, and avoids the perception or reality of any entity paying more for the same service.



# 10. Non-Dispatch Tasks/Municipal Services

A primary concern expressed by municipalities is the potential loss to the community of 24/7 access to public safety agencies. While the method of service delivery may change, the community could still have 24/7 access to public safety agencies. All 9-1-1 calls will be received by a regional center where local public safety agencies will be dispatched. Administrative calls would be processed much as they are now. Citizens can visit an agency or call phone lines dedicated to administrative calls during regular business hours. After business hours, the public may need to be redirected to the regional center, as appropriate, for issues that require immediate attention or directed to appropriate voicemail for specific administrative questions or concerns.

The location and setup of the current PSAPs in Mono and Inyo counties avoid direct public access and are therefore not expected to handle walk-in requests from the public. Both are in and operated by their respective Sheriff's Offices. The City of Bishop PSAP is in the Police Department and is tasked with addressing walk-in requests.

As is commonly found in smaller PSAPs, the staffs perform a variety of duties in addition to those related to the receipt and processing of 9-1-1 calls and the dispatch of field personnel. The participating agencies have non-emergency communications-related ancillary duties. Some of these duties, such as sending animal control or notifying public works, may be provided by a regional center, but many of the duties will not. How the duties that remain with each municipality are absorbed and who performs the duty is often of primary concern to those considering a regional PSAP. If additional staff must be hired within the municipality to perform these duties, then any potential cost savings realized because of the regionalization effort will be reduced. Each agency will need to evaluate these tasks and decide if they really need to be provided in the same manner as exists today or if they can be discontinued or provided in a manner that does not require afterhours staffing.

The dispatchers are all tasked with answering administrative calls for police, fire, or other municipal needs, which are routed or transferred accordingly. During normal business hours, most agencies will want someone to perform the administrative duties that are currently performed by the 9-1-1 dispatcher. Clerical work, filling overtime or detail requests, permits, fleet maintenance records, lost and found, burn permits, and reports are all functions that the current staffs may perform, and are examples of duties that should not transition to a regional center 9-1-1 center.



## 11. Transition Plan and Timeline

The transition plan for the consolidation of public safety communications service for the two counties, the City, and the Town, is best outlined in phases and steps. These phases and steps are outlined as follows with notation for sequential and concurrent tasks or activities.

### Phase 1 – Planning

Timeline – Three to Six Months

Step 1 – Using this report as a guide, the four founding entities should first determine and formalize the relationship. If following the recommendation of a JPA, *FE* recommends using an existing shared services agreement as a template for developing the agreement format. Content should include all that is detailed in Section 4.3.3.

Step 2 – Concurrent to the agreement, the participating agencies should determine representation on the JPA Board as recommended in Section 4. This representative structure and appointments must be memorialized in the IGA.

Step 3 – Once the IGA forming the JPA s in place, and the Board if formalized, then Board members should address decisions as noted in this report regarding location, organizational framework, support structures, staff transition planning, and the search for a Director.

- Identifying a suitable candidate and hiring a Director in the Planning phase will allow that person to lead the project to program transition for all aspects of the consolidation
- The Director would provide progress reports and roadblocks, and risk mitigation strategies to the Board and participate in problem solving with the agency heads planning the transition

Step 4 – Following these key decisions, the Board should make assignments/delegate tasking to begin developing corresponding detailed planning documents that address the physical transition (space/facility), the organizational changes (human resources, union contracts impact), the technology changes (Section 6.5), and the operational programs (standardizing policies, procedures, and protocols, hiring, training and QA program development).



Note that coordination and direct oversight of these critical activities should be provided by the Director if hired on prior to the Board beginning this step.

## <u>Phase 2 – Transition and Implementation</u>

Timeline – Six Months

Step 1 – Once the primary planning components are in place, and following the execution of the JPA IGA, the Board, the Director, and operational staff as needed and available, should begin executing the transition plan by engaging the console furniture vendor for Bishop to reconfigure the space to accommodate a fourth console position.

Engage technology support in Bishop, the counties, and the Town to determine needs for fully equipping the existing third console and new fourth position. Once the technology needs concept is developed, work with the Mono County Information technology staff to plan the physical transition, as needed, and replacement acquisitions and implementations as needed, as well as the network reconfiguration. Transition the technology support fully to the Mono Information Technology department.

The Director (or Board if Director is not yet on board) should facilitate meetings with the Human Resources staffs of each of the four participating municipalities to develop the pay and classification structure needed for the new consolidated operation. Include, where appropriate, union representation in these meetings.

Once the pay and classification structure concepts are developed, work with the Inyo County Human Resources department to add these positions and support activities (e.g. payroll and benefits management) to their workload.

The Director and Board should flesh out a detailed schedule for the planned physical, organizational, and operational, transitions. Also, of importance during this phase, is to maintain an action items log for tracking responsibilities and progress, and a risk log for tracking issues identified in this report and others that will arise, include how they will/plan to be addressed.

#### Phase 3 – Training

Timeline – Three Months

Concurrent to the Planning, Transition and Implementation activities, the Director, Board, and staff, should begin finalizing the transition training plan and the ongoing operations training program contents and methodology.



Near the end of the transition and implementation activities the Director, Board, and staff, should begin scheduling training based on developmental need among the transitioning staff, and any new hired staff. This training must include any systems training, cross-training for the disparate agencies, and acclimation training for new/revised, policies, procedures, and protocols.

The training schedule must align with cutover with little to np gap between the last training sessions and the physical cutover in the new center.

A testing plan should be developed by the technical support staffs, led by the Director and Mono County IT. This plan should include appropriate input and support from technology vendors and service providers. This plan must include failover and backup plans.

#### Phase 4 – Cutover

Timeline – One Month (note concurrent planning activities)

Cutover planning should run concurrent with all previous phases and tasking. This plan should be flexible and evolve with decisions, acquisitions and lead times for space readiness and availability for occupancy, technology transition or installation, and organizational and operational planning activities.

The goal cutover date should have a fall back plan and capability to fall back to the existing PSAP configuration should there be an issue that creates a roadblock to transition. With flexibility of multiple goal dates and fallback plans, each PSAP should transition one at a time over a period of hours or days depending upon the confidence of the Director, Board, and support staff, in the readiness of the center and staff.

The testing plan developed in the transition phase should accompany and address every technical component of the new center, to include all automated systems, backup/failover, power, and utilities feeds to include internet, batteries (UPS), and generator. All technical support staff and vendors as appropriate, should contribute to this plan, and where possible be present at cutover.

Leave the existing centers staffed and operating for a pre-determined amount of time – at least three hours. Once all have transitioned and the new center has operated without fail and passed all testing of systems, then the existing PSAPs can be shut down.

#### Phase 5 – Post Cutover



Timeline – One Month

Post cutover is a period of days or weeks whereby the Director and technical support staff monitor the systems, network, and equipment, for any issues with features, functions, speed, or mechanical issues. The Director will also monitor staff acclimation to the new center, new policies, procedures, and protocols. The Director and Board should also canvass the served agencies to make certain there are no issues with the transition impacting their ability to respond to their respective communities.



# 12. Risk Analysis

Risk is associated with any public policy change and are certainly attached to a change to how public safety services are delivered. Emergency call taking and dispatching is the core of public safety response and as such tends to be localized and in alignment with the local agencies. Understanding that local public safety response does not require local call taking and dispatching. The counties and City are like most local service models across the country. The similarity does not stop at the local base but continues into the fact that most are also owned and operated by law enforcement agencies. With the advent of NG9-1-1, public expectation for achieving what NG9-1-1 brings in the way of any device, and the costs associated with same, localized call taking and dispatching is being considered more frequently to be ripe for transitioning to a shared service model.

The risks that the counties, City and Town may face during this consolidation initiative include the loss of a participant(s), the expansion and growth and costs appearing beyond what was planned for, and potential for not achieving service level goals and impact of same on the new operation.

The loss of a participant(s) would make it difficult to move the consolidation forward in a manner that would have provided savings, efficiencies, and service improvements, as planned with the four founding entities. A consolidation of the remaining participants would still net efficiencies and service improvements. For example, if one of the counties chose not to participate, the remaining county, City, and Town could continue. If the City chose not to participate, the two counties and the Town could continue. If the Town chose not to participate, the Town would have to establish its own PSAP which would be a costly endeavor and not advisable, nor desirable from the perspective of CalOES 9-1-1 Office roll out NG9-1-1 ESInet and core services.

A continuation of consolidation without one of the counties or without the City would be more costly for the remaining participants. Depending on the lost partnership the remaining participants would have to either determine where to house the operation or how to provide technical and human resource support. *FE* recommends evaluating any change in the number of participants, particularly for cost sharing and support services changes during the consolidation planning process.

The expansion and growth and costs appearing beyond what was planned for provides risks to the founding entities in the planning and implementation phases and in the ongoing operations of the center. While this report provides estimated costs and planning guidance, true costs will not be fully known until specific decision are made regarding



governance, funding, and support mechanisms. The projected capacity of the consolidated operation is based on reported workloads of the participating agencies. If the source data is not accurate, or if there is an unaccounted-for workload impact, then the physical and organizational sizing will not be accurate. **FE** recommends recalculating the space, staff, and technical needs several times during the planning process.

The risk of not achieving service level goals has an impact the credibility of the new operation and significant impact on the served agencies. The public safety agencies are pursuing consolidation for service level improvements that include situational awareness, shared and reduced costs, standardized protocols, and interoperable data. Should the consolidated center not be able to attain and sustain these service levels, the served agencies will have cause to dissolve the relationship. Dissolution of this type of relationship/agreement, is costly and politically destructive to the relationships moving forward. **FE** recommends documenting service level requirements (expectations and goals) in the intergovernmental agreement. **FE** also recommends that the Board include attaining and sustaining these goals as a requirement (expectations and goals) within the job description of the Director.



## 13. Conclusion

**FE** recommends that Mono and Inyo Counties, the City of Bishop, and the Town of Mammoth begin planning a transition to a consolidated regional PSAP. The benefits, disadvantages, costs and potential long term cost savings, and mitigation of risks, are all to be considered by the deciding stakeholders. This endeavor will be a legacy to all and if achieved, will provide consistent and improved service to the communities, response agencies, and visitors of the counties, City and Town.

It is critical to the initiative that momentum is maintained. Therefore, the activities detailed in the Transition Plan, Section 11, should begin as soon as possible. The most important step will be the formation of the authority and the memorializing of same via an IGA.

Integral to the success of this initiative is the buy-in by all stakeholders. Maintaining communications with all impacted and including their input and skills in the process will bolster the communities' confidence in this initiative.





# REGULAR AGENDA REQUEST

Print

MEETING DATE April 15, 2025

**Departments: Emergency Management** 

TIME REQUIRED 10 minutes

**SUBJECT** Renewal of Mutual Aid Agreement

Among Mono County, the Antelope Valley, Bridgeport, Lee Vining, Mono City, June Lake, Mammoth Lakes, Long Valley, Paradise, Wheeler Crest, White Mountain, and Chalfant

Valley Fire Protection Districts and the Marine Corps Mountain Warfare Training Center Fire Department PERSONS APPEARING BEFORE THE BOARD Chris Mokracek, Emergency Management Director

#### **AGENDA DESCRIPTION:**

(A brief general description of what the Board will hear, discuss, consider, or act upon)

This Mutual Aid agreement recognizes the unique services each agency provides to meet the emergency services needs of Mono County through the reciprocal sharing of resources. This provides for a seamless public safety response which benefits the County and Fire Districts alike.

#### **RECOMMENDED ACTION:**

Approve the proposed Mutual Aid agreement.

#### **FISCAL IMPACT:**

Likely none. Reimbursement to the responding agency beyond the first 12 hours of an incident is not guaranteed and requires negotiation of a separate cost-share/reimbursement agreement.

**CONTACT NAME:** Chris Mokracek

PHONE/EMAIL: 7609244633 / cmokracek@mono.ca.gov

#### **SEND COPIES TO:**

#### MINUTE ORDER REQUESTED:

☐ YES 🔽 NO

## **ATTACHMENTS:**

Click to download

Mutual Aid Agreement

## History

Time	Who	Approval
4/8/2025 9:34 AM	County Counsel	Yes
4/3/2025 4:48 PM	Finance	Yes
4/8/2025 9:40 AM	County Administrative Office	Yes



### COUNTY ADMINISTRATIVE OFFICER COUNTY OF MONO

Sandra Moberly, MPA, AICP

### **ASSISTANT COUNTY ADMINISTRATIVE OFFICER**

Christine Bouchard

### **BOARD OF SUPERVISORS**

**CHAIR** 

Lynda Salcido / District 5

VICE CHAIR
Jennifer Kreitz / District I

Rhonda Duggan / District 2 Paul McFarland / District 3 John Peters / District 4

### **COUNTY DEPARTMENTS**

ASSESSOR Hon. Barry Beck

DISTRICT ATTORNEY
Hon. David Anderson

SHERIFF / CORONER Hon. Ingrid Braun

BEHAVIORAL HEALTH Robin Roberts

COMMUNITY DEVELOPMENT Wendy Sugimura

COLINITY OF FRI

COUNTY CLERK-RECORDER Queenie Barnard

COUNTY COUNSEL Chris Beck

ECONOMIC DEVELOPMENT

Liz Grans
EMERGENCY MEDICAL

SERVICES Bryan Bullock

FINANCE Janet Dutcher, DPA, MPA, CGFM, CPA

HEALTH AND HUMAN SERVICES

Kathryn Peterson INFORMATION

TECHNOLOGY Mike Martinez

PROBATION Karin Humiston

PUBLIC WORKS Paul Roten To: Mono County Board of Supervisors

From: Chris Mokracek, Director, Office of Emergency Management

**Date:** April 14, 2025

Re: Renewal of Mutual Aid Agreement Among Mono County, the Antelope Valley,

Bridgeport, Lee Vining, Mono City, June Lake, Mammoth Lakes, Long Valley, Paradise, Wheeler Crest, White Mountain, and Chalfant Valley Fire Protection

Districts and the Marine Corps Mountain Warfare Training Center Fire

Department

### Strategic Plan Focus Area(s) Met

A Thriving Economy	Safe and Healthy Communities  Mandated Function
Sustainable Public Lar	nds Workforce & Operational Excellence

### **Discussion**

This agreement recognizes the unique services each agency provides to meet the emergency services needs of Mono County through the reciprocal sharing of resources. This provides for a seamless public safety response which benefits the County and Fire Districts alike.

Replaces the previous Mutual Aid agreement approved on March 19, 2019.

MUTUAL AID AGREEMENT AMONG MONO COUNTY, THE ANTELOPE VALLEY, BRIDGEPORT, LEE VINING, MONO CITY, JUNE LAKE, MAMMOTH LAKES, LONG VALLEY, PARADISE, WHEELER CREST, WHITE MOUNTAIN, AND CHALFANT VALLEY FIRE PROTECTION DISTRICTS AND THE MARINE CORPS MOUNTAIN WARFARE TRAINING CENTER FIRE DEPARTMENT

**THIS AGREEMENT**, made and entered into this 15<sup>th</sup> day of April, 2025 by and between the County of Mono (hereinafter "County"), the Antelope Valley, Bridgeport, Lee Vining, Mono City, June Lake, Mammoth Lakes, Long Valley, Paradise, Wheeler Crest, White Mountain, and Chalfant Valley Fire Protection Districts (hereinafter "Fire Districts:), and the Department of the Navy, through Marine Corps Mountain Warfare Training Center (hereinafter "MCMWTC"), pursuant to 42 U.S.C. § 1856a, shall serve as the agreement between the parties for mutual aid fire protection and emergency services.

### **WITNESETH:**

WHEREAS, the County of Mono ("County") and the Marine Corps Mountain Warfare Training Center Fire Department ("MCMWTC") are each authorized to provide fire prevention, detection and suppression services and/or emergency services to protect or save lives, property and the environment within their respective jurisdictions; and

WHEREAS, the Antelope Valley, Bridgeport, Lee Vining, Mono City, June Lake, Mammoth Lakes, Long Valley, Paradise, Wheeler Crest, White Mountain, and Chalfant Valley Fire Protection Districts (the "Fire Districts") are each authorized to perform fire prevention, detection and suppression services and/or emergency services to protect or save lives, property and the environment within their respective jurisdictions; and

**WHEREAS**, the County, MCMWTC, and the Fire Districts (collectively, the "Parties") recognize that on occasion there is a need for each to cooperate in the provision of fire prevention, detection and suppression services and/or emergency services and it is mutually advantageous and in the public interest for the Parties to coordinate and share their efforts in the prevention, detection and suppression of fires and the provision of emergency services within and adjacent to their areas of responsibility; and

**WHEREAS**, the lands or districts of the parties hereto are adjacent or contiguous so that mutual assistance in an emergency situation is deemed feasible; and

WHEREAS, the County, MCMWTC, and Fire Districts each desire to enter into a Mutual Aid Agreement ("Agreement") to provide to each Party, on a non-reimbursable basis, cooperation and resources in connection with fire prevention, detection and suppression services and/or emergency services, on the condition that the County, and Fire Districts do not thereby incur any legal responsibilities which would exceed the responsibilities imposed under applicable law in the absence of such an agreement; and

**WHEREAS**, this mutual aid agreement is in the best interests of all parties;

**WHEREAS**, the California Fire Protection District Law of 1987, Health and Safety Code Section 13800, including subsection 13863, and Government Code section 23000 *et seq*. authorizes the County and the Fire Districts to enter into mutual aid and automatic aid agreements in connection with fire suppression and/or emergency medical services. 42 USC § 1856a and Marine Corps Order 11000.11A authorizes the MCMWTC to enter into mutual aid agreements for fire protection services.

**THEREFORE**, in consideration of the mutual covenants and promises, which the County, the MCMWTC, and Fire Districts agree to the following terms and conditions.

### 1. PURPOSE.

The purpose of the Agreement is to specify the manner and means by which each of the Parties will provide fire prevention, detection and suppression and/or emergency services resources and/or assistance to each other. This Agreement does not impose an obligation to provide fire prevention, detection and suppression services, emergency services resources, and/or assistance or otherwise impose liability on any Party for declining to provide fire prevention, detection and suppression services, emergency services resources, and/or assistance to another Party.

### 2. SCOPE OF RECIPROCAL MUTUAL AID.

- a. The resources and assistance provided by the Fire Districts and the MCMWTC, and the County under the terms of this Agreement include, but are not limited to, the following:
  - Emergency vehicles
  - Emergency responders (including personnel, equipment and training) Allrisk incident command and/or unified command
  - Cal OES operational coordination of fire/rescue resource request (Region VI)
  - County cost avoidance for the delivery of fire/rescue services Coordination of 11 distinct fire districts operating within the County Resource surge capacity response to the Mono County EMS program
- b. The resources and assistance currently provided by the County to the Fire Districts and MCMWTC under the terms of the Agreement include, but are not limited to, the following:
  - Maintenance and operation of county-wide communications infrastructure Administration and operation of county-wide dispatch center
  - 911 system
  - GIS addressing

- First Responder Fund contribution
- Single point of authority for emergency declaration requests Limited local roads and transportation system support
- 24/7 365 ALS ambulance services in four of the eleven fire districts, various response times to provide such services in all eleven districts.
- c. The Parties understand and acknowledge that receipt of any requested assistance and/or resources from any other Party is not guaranteed under the terms of this Agreement. Instead, receipt of any assistance and/or resources requested under the terms of this Agreement is subject to and conditioned upon each responding Party's discretionary good faith determination that it can provide the requested assistance and/or resources and that it is able to is do so without compromising service within its own jurisdiction.

### 3. REQUEST FOR MUTUAL AID.

- a. Any Party engaged in or with authority to provide fire prevention, detection and suppression or emergency service activities within its own jurisdiction may request assistance from one or more of the other Parties.
- b. A request for assistance under this Agreement may be made by one Party through its designated official, to the designated official of the other Party (s). The MCMWTC agrees to provide fire equipment response to alarms of fire or other emergencies to the Fire Districts and County where the Fire District or County Fire and Emergency Services requests such assistance, when such assistance is requested by the Fire and Emergency Services Department.
- c. A request for assistance under this Agreement may be communicated either verbally, in writing, or through dispatch.
- d. When a Party to this Agreement receives a request for mutual aid under this Agreement, the official shall promptly acknowledge receipt of the request, and as soon as reasonably possible, communicate to the requesting Party, whether mutual aid will be available and the estimated time of arrival at the location specified by the requesting Party.

### 4. DETERMINATION OF MUTUAL AID ASSISTANCE.

- a. The Party from whom assistance is requested under this Agreement, shall, in a reasonably prompt manner, determine whether it will provide fire fighters and/or other emergency personnel and/or equipment to assist the requesting Party.
- b. The Party from whom assistance is requested under this Agreement shall, in its sole discretion, determine the availability of its personnel and equipment to provide

mutual aid in the jurisdiction which has requested assistance. The Party which receives the request for mutual assistance shall not be obligated to provide personnel and/or equipment if it determines, in its sole discretion, that such equipment or personnel may not be made available without compromising fire prevention, detection and suppression and/or emergency service needs within its own jurisdiction.

c. The Party receiving a request for mutual aid under this Agreement, shall promptly advise the requesting Party of its determination of what, if any, fire fighters and equipment will be made available to provide fire prevention, detection and suppression and/or emergency services within the requesting Party's jurisdiction.

### 5. IMPLEMENTATION.

- a. When responding to a request by a Party for mutual aid under this Agreement, firefighters, officers, other emergency personnel, and equipment engaged in fire prevention, detection or suppression services, emergency service, and/or district coverage within the requesting Party's jurisdiction shall be under the direction, control and supervision of the Incident Commander or Chief of the requesting Party's fire district. Provided, however, when officers from the requesting jurisdiction have not arrived at the scene of the incident, the commanding officer of the jurisdiction arriving first to provide mutual aid assistance shall be in command of the incident until relieved.
- b. Any Party which provides fire fighter, emergency personnel, or equipment to another Party under this Agreement, may, at any time, and at its sole discretion, withdraw some or all its personnel or equipment from mutual aid services under this Agreement.
- c. Other than as specifically provided for, no Party to this Agreement shall have the ability to bind the other Party or to control any of its officers, employees, or agents.

### 6. PROVISIONS OF RESPONSE.

- a. Marine Corps Mountain Warfare Training Center (MCMWTC)
  - 1. MCMWTC agrees to provide fire equipment response to alarms of fire or other emergencies to the County and/or Fire Districts where the County and/or Fire Districts requests such assistance, at no cost when such assistance if requested by the County and/or Fire District. This response will be commensurate with the scope of the emergency involved and to the extent that limitations of forces available at the time of the occurrence will permit.

2. In the event MCMWTC Emergency Communications Center receives an alarm of fire or other emergency call involving non-Marine Corps property, the alarm will be routed directly to the appropriate County and/or Fire Districts Emergency Command Center.

### b. County

- 1. The County agrees to provide fire equipment response to alarms of fire or other emergencies to MCMWTC or to other military or defense establishments protected by the MCMWTC Fire and Emergency Services Department, where the MCMWTC Fire and Emergency Services Department requests such assistance. This response will be commensurate with the scope of the emergency involved and to the extent that limitations of forces available at the time of the occurrence will permit.
- 2. The County agrees to provide fire equipment response to alarms of fire or other emergencies to Fire District Fire and Emergency Services Department, where the Fire District Emergency Services Department requests such assistance. This response will be commensurate with the scope of the emergency involved and to the extent that limitations of forces available at the time of the occurrence will permit.

### c. Fire Districts

- 1. Each Fire District, agrees to provide fire equipment response to alarms of fire or other emergencies to the County and/or MCMWTC where the County and/or MCMWTC requests such assistance, at no cost when such assistance if requested by the County and/or MCMWTC. This response will be commensurate with the scope of the emergency involved and to the extent that limitations of forces available at the time of the occurrence will permit.
- 2. In the event MCMWTC Emergency Communications Center receives an alarm of fire or other emergency call involving non-Marine Corps property, the alarm will be routed directly to the appropriate County and/or Fire Districts Emergency Command Center.
- 3. Whenever the senior officer of the County, Fire District, or MCMWTC determines it would be advisable to request emergency assistance, the senior officer on duty at the Fire District receiving the request shall take the following action:
  - a. Immediately determine if the requested apparatus and personnel are available to respond to the request, and in accordance with the terms of this agreement, forthwith dispatch such apparatus and personnel as in

the judgment of the senior officer receiving the call should be sent, with instructions as to their mission.

- 4. The Fire Chiefs of the respective Fire Districts will formulate detailed response plans, to include automatic dispatching of mutual aid resources on first alarms, where appropriate.
- 5. The rendering of assistance under the terms of this agreement shall not be mandatory; however, the party receiving the request for assistance shall immediately inform the requesting party if assistance cannot be rendered.
- 6. The parties hereto waive all claims against every other party for compensation for any loss, damage, personal injury, or death occurring in consequence of the performance of this agreement.
- 7. It is agreed that the County and/or Fire District may file a claim with the Administrator of the United States Fire Administration for the costs incurred in fighting a fire on property which is under the jurisdiction of the United States, pursuant to 15 U.S.C. 2210.
- 8. The senior officer of the Fire District of the requesting service shall assume full command of the incident. However, under procedures agreed to by the senior officers of the Fire District involved, a senior officer of the department furnishing the assistance may assume full command of the incident.
- 9. The Parties in this agreement are invited and encouraged, on a reciprocal basis, to frequently visit each other's activities for guided familiarization tours consistent with local security requirements and, as feasible, to jointly conduct pre-incident planning inspections, drills and training.
- 10. Disputes- Unresolvable differences concerning this mutual aid agreement shall be elevated for resolution through each party's chain of command to the signatories as the final arbiters.

### 7. COMMUNICATION SYSTEMS.

The Parties agree to share the use of communication systems, radios and radio frequencies. Sharing of frequencies must be approved by authorized personnel for each Party.

### 8. COMPLIANCE WITH LAWS.

Each Party acknowledges its responsibility to comply with all laws and regulations

applicable to the functions and duties described in this Agreement including, but not limited to, regulations related to workplace equipment and safety enforced by Cal OSHA, regulations related to the performance of medical and/or fire suppression services, all state and Federal statutes relating to nondiscrimination, and all other applicable requirements of all other state and Federal laws.

### 9. FISCAL PROVISIONS.

The personnel and equipment available to provide resources and assistance under this Agreement, up to 12 hours for any individual incident, are roughly equivalent. The availability, and provision of, such initial/short-term resources and assistance constitute adequate consideration for the promises contained in this Agreement.

In accordance with the above, during the first 12 hours of an incident, a Party which receives assistance under this Agreement shall not be obligated to reimburse the Party or Parties which provided assistance for any damage to equipment, loss of equipment, fuel, food or shelter, or other expenses incurred in providing the requested fire suppression and/or emergency services. The County and Fire Districts agree to evaluate the need for reimbursement after the first 12 hours of the incident and, if reimbursement is to occur, enter into a cost-share/reimbursement agreement in accordance with a recognized cost-share method. The MCMWTC will not seek, and does not agree to pay, reimbursement for costs incurred under this Agreement. It is agreed that the Fire Districts and County may file a claim with the Administrator of the United States Fire Administration for the costs incurred in fighting a fire on property which is under the jurisdiction of the United States, pursuant to 15 U.S.C. § 2210.

### 10. INSURANCE.

### Required Coverage

During the entire term of this Agreement, the Fire Districts, and County, shall procure and maintain the following insurance against claims for injuries to persons or damages to property which may arise from or in connection with the provision of fire prevention, detection and suppression services and/or emergency services under the terms of this Agreement. The United States Government does not maintain any private insurance, but rather is completely self-insured with any claims against the United States Government backed by the full faith and credit of the United States, with claims payable under the Federal Tort Claims Act, 28 USC § 2671 et seq. The provisions of Paragraph 11 and 12 shall not be applicable to the MCMWTC.

### (1) General Liability Insurance.

A policy of Comprehensive General Liability Insurance which covers all services provided under this Agreement, including operations, products and completed operations, property damage, bodily injury (including death) and personal and

advertising injury. Such policy shall provide limits of not less than \$1,000,000.00 per claim or occurrence. If a general aggregate limit applies, the general aggregate limit shall be twice the required occurrence limit.

(2) Automobile/Aircraft/Watercraft Liability Insurance.

A policy of Comprehensive Automobile/Aircraft/Watercraft Liability Insurance for bodily injury (including death) and property damage which provides total limits of not less than \$1,000,000.00 per claim or occurrence applicable to all owned, non-owned and hired vehicles/aircraft/watercraft. The Automobile Liability policy shall be endorsed to include Transportation Pollution Liability insurance covering materials/wastes transported pursuant to this Agreement.

### a. Coverage and Provider Requirements.

Insurance policies shall not exclude or except from coverage any services provided under this Agreement. The required polic(ies) of insurance shall be issued by an insurer authorized to sell such insurance by the State of California and have at least a "Best's" policyholder's rating of "A" or "A+." Upon request, Party(s) shall provide the Party making the request with the following:

- (1) a certificate of insurance evidencing the coverage required;
- (2) an additional insured endorsement for general liability applying to all other Parties and their agents, officers and employees made on ISO form CG 20 10 11 85, or providing equivalent coverage; and
- (3) a notice of cancellation or change of coverage endorsement indicating that the policy will not be modified, terminated, or canceled without thirty (30) days written notice to all other Parties.
  - b. Deductible, Self-Insured Retentions, and Excess Coverage.

If possible, the Insurer shall reduce or eliminate any deductibles or self-insured retentions with respect to all Parties other than the primary insured Party, including such Parties' officials, officers, employees, and volunteers; or such Parties shall provide evidence guaranteeing payment of losses and related investigations, claim administration, and defense expenses. Any insurance policy limits in excess of the specified minimum limits and coverage shall be made available to all other Parties as additional insureds.

### 11. DEFENSE AND INDEMNIFICATION.

a. The Fire Districts, and County, shall defend with counsel acceptable to the defended Party, indemnify, and hold harmless all other Parties to this Agreement, their elected or appointed officials, agents, officers, and employees from and against all claims, damages, losses, judgments, liabilities, expenses, and other costs, including litigation

costs and attorney's fees, arising out of, resulting from, or in connection with the performance of this Agreement by its agents, officers, and employees. The Fire Districts and County, obligations to defend, indemnify and hold all other Parties, their elected or appointed officials, agents, officers, or employees harmless, applies to any actual or alleged personal injury, death, or damage, or destruction of tangible or intangible property, including the loss of use of such property. The Fire Districts and County obligations under this Agreement extends to any claim, damage, loss, liability, expense or other cost which is caused in whole or in part by any act or omission of its agents, officers, employees, suppliers or anyone directly or indirectly under its direction, control and supervision.

b. Pursuant to 42 United States Code 1856a, the MCMWTC hereto waives all claims against every other party for compensation for any loss, damage, personal injury, or death occurring in consequence of the performance of this Agreement.

### 12. WORKERS' COMPENSATION.

Each Party shall provide and continuously maintain statutory workers' compensation coverage and employer's liability coverage, for not less than the statutorily required amount per occurrence, for all of its employees and personnel engaged in providing fire prevention, detection or suppression services and/or emergency services resources and/or assistance under this Agreement. The Parties waive any rights to seek recovery of workers' compensation-related costs incurred while providing fire prevention, detection or suppression services and/or emergency services resources and/or assistance to any other Party.

### 13. WAIVER OF SUBROGATION.

All policies of insurance carried by any Party pursuant to this Agreement shall expressly waive any right of the insurer against any other Party, and any such right is expressly waived to the extent the waiver is not prohibited by or violative of any such insurance policy. The Parties agree that their insurance policies will include a waiver clause or endorsement consistent with the terms of this Agreement.

### 14. EMPLOYMENT POLICY.

Employees of the Parties shall at all times be subject only to the laws, regulations, and rules governing their employment, regardless of incident location, and shall not be entitled to compensation or other benefits of any kind other than specifically provided by the terms of their employment.

### 15. PRIOR AGREEMENT SUPERSEDED.

This Agreement shall supersede and replace, in its entirety, that mutual aid agreement

entered into by and between the County, on behalf of the Mono County Paramedic Department, and the Fire Districts on or about June 20, 2017 and revises and restates the mutual aid agreement entered into by the County and the Fire Districts on or about March 19, 2019, which is hereby superseded.

### 16. AMENDMENT.

This Agreement may be modified, amended, changed, added to or subtracted from, including to add a Party by the mutual consent of the Parties, if such amendment or change is in written form and executed with the same formalities as this Agreement, and attached to the original Agreement to maintain continuity.

### 17. SUCCESSORS IN INTEREST.

The provisions of this Agreement shall be binding upon and inure to the benefit of all Parties and their respective successors-in-interest and assigns.

### 18. WAIVER OF DEFAULT.

Waiver of any default by either Party to this Agreement shall not be deemed to be a waiver or any subsequent default. Waiver or breech of any provision of this Agreement shall not be deemed to be the waiver or any other or subsequent breach and shall not be construed to be a modification of the terms of the Agreement unless this Agreement is modified as provided in paragraph 19.

### 19. TERM.

This Agreement shall become effective upon the date of the last signature to the Agreement. Each Party warrants that it has properly authorized the approval and execution of this Agreement. This Agreement is effective for five years from the date of execution by all Parties, at which time the Agreement will expire unless extended or until terminated in conformity with paragraph 23.

### 20. TERMINATION.

Any Party may terminate its participation in this Agreement, without cause, and at will, by giving the other Parties 30 days' written notice of intent to terminate. The termination shall be effective at the end of the 30 consecutive day after written notice of intent to terminate is personally served or mailed in accordance with paragraph 26. The Agreement shall remain in full force and effect as to any non-terminating Parties.

### 21. REPRESENTATION BY COUNSEL.

The Mono County Counsel's Office has disclosed to the Fire Districts that it has a pre-Page 10 of 12 existing attorney-client relationship with each of them and with Mono County. Knowing that, the Fire Districts nevertheless give their informed written consent to the County Counsel's Office's drafting of this Agreement. The Fire Districts knowingly and voluntarily waive any actual or potential conflict associated with such dual representation by the Mono County Counsel's Office. The Fire Districts understand that in the event of a dispute between any of the Parties arising out of this transaction and Agreement, the County Counsel's Office may be disqualified from representing any and all of the Fire Districts in connection with such dispute. The Fire Districts further understand and acknowledge that in the event any Fire District seeks legal counsel in connection with the formation or performance of this Agreement, the Mono County Counsel's Office will, to the extent possible under applicable law and ethical guidelines, provide legal advice to such district under the protections of an ethical wall.

### 22. ENTIRE AGREEMENT.

This Agreement contains the entire Agreement of the Parties and no representation, inducements, promises, or agreement otherwise between the Parties not embodied in, or incorporated in this Agreement by reference, shall be of any force or effect. Further, no term or provision in this Agreement may be changed, waived, discharged, or terminated unless the same be in writing executed by the Parties in accordance with the provisions regarding amendment in paragraph 19.

### 24. DISPUTES.

Unresolvable differences concerning this Agreement shall be elevated for resolution through each Party's chain of command to the signatories as the final arbiters.

### 25. NOTICE.

Any notice or communication concerning this Agreement, including change of address of any Party during the term of this Agreement, shall be in writing and may be personally served, or sent by pre-paid first-class mail to the Chiefs of all of the respective Fire Districts and to the County Administrative Officer.

### 26. COUNTERPARTS.

This Agreement may be executed in one or more counterparts, each constituting a binding original.

**IN WITNESS WHEREOF**, this Agreement has been executed by the Parties' duly authorized officers or representatives:

Antelope Valley Fire Protection District:	Wheeler Crest / Paradise Fire Protection District:	
Richard Nalder, Fire Chief Date	Dale Schmidt, Fire Chief	Date
Bridgeport Fire Protection District:	White Mountain Fire Protection Distr	ict:
Nick Way, Fire Chief Date	Dave Doonan, Fire Chief	Date
June Lake Fire Protection District:	Chalfant Valley Fire Protection Distri	ct:
Juli Baldwin, Fire Chief Date	Steve Lindermann, Fire Chief	Date
Mammoth Lakes Fire Protection District:	Lee Vining Fire Protection District:	
Ales Tomaier, Fire Chief Date	Tom Strazdins, Fire Chief	Date
Mono City Fire Protection District:	Long Valley Fire Protection District:	
Cory Duro, Acting Fire Chief Date	Scott McGuire, Fire Chief	Date
Marine Corps Mountain Warfare Training Center	County of Mono	
Jackson T. Doan Date Commanding Officer	Sandra Moberly, CAO	Date



■ Print

MEETING DATE April 15, 2025

**Departments: County Administrative Office** 

TIME REQUIRED 15 minutes

**SUBJECT** Consider Letter of Support for

Assembly Bill 518 - Low Impact

Camping Areas Act

PERSONS APPEARING

BEFORE THE BOARD

Sandra Moberly, County Administrative Officer

### AGENDA DESCRIPTION:

(A brief general description of what the Board will hear, discuss, consider, or act upon)

Assembly Bill (AB) 518, the Low Impact Camping Areas Act, aims to define and regulate low-impact camping areas on private property for recreational purposes. These areas are distinct from commercial lodging facilities and special occupancy parks, such as RV parks or tent camps. The bill requires counties that authorize low-impact camping to enforce specific standards, including waste disposal, quiet hours, and to establish a registry of such camping areas.

### **RECOMMENDED ACTION:**

Consider drafting a letter in support of AB 518, the Low Impact Camping Areas Act.

### FISCAL IMPACT:

None.

**CONTACT NAME:** Sandra Moberly

PHONE/EMAIL: 760-932-5415 / smoberly@mono.ca.gov

### **SEND COPIES TO:**

### **MINUTE ORDER REQUESTED:**

☐ YES 
▼ NO

### **ATTACHMENTS:**

Click to download

Draft Letter

**History** 

Time Who Approval

4/8/2025 9:24 AM County Counsel Yes

4/8/2025 10:01 AM Finance Yes



### BOARD OF SUPERVISORS COUNTY OF MONO

P.O. BOX 715, BRIDGEPORT, CALIFORNIA 93517 (760) 932-5530

<u>BOS@mono.ca.gov</u>

Queenie Barnard, Clerk of the Board

April 15, 2025

Honorable Matt Haney Chair, Assembly Housing and Community Development Committee 1020 N Street, Room 104 Sacramento, CA 95814

RE: AB 518 (Ward) – Low Impact Camping Areas Act – SUPPORT

Dear Chair Haney,

On behalf of the Mono County Board of Supervisors, I am writing to express our strong support for Assembly Bill (AB) 518, the Low Impact Camping Areas Act of 2025. This legislation aligns closely with Mono County's Legislative Platform by promoting sustainable outdoor recreation and supporting our local economies, particularly in rural communities.

With record-breaking outdoor recreation participation in 2022—over 19 million Californians ventured outdoors—there is an increasing demand for affordable and accessible camping opportunities. Unfortunately, nearly half of campers report challenges in finding available campsites, and millions struggle with the cost of camping in high-demand areas. AB 518 addresses these challenges by streamlining the permitting process for Low Impact Camping Areas (LICAs), ensuring that landowners who meet local government requirements can offer camping opportunities without facing prohibitive costs or years-long delays.

This bill also provides critical support for farmers, ranchers, and rural landowners who are grappling with rising landownership costs. By facilitating the establishment of LICAs, AB 518 will enable these landowners to generate supplemental income while contributing to California's goals of land conservation, biodiversity preservation, and equitable access to the outdoors.

Mono County recognizes the value of AB 518 in advancing outdoor recreation, bolstering rural economies, and supporting land stewardship. We urge your "YES" vote when the bill is heard in the Assembly Housing and Community Development Committee.

Thank you for your consideration and leadership in addressing these important issues. Please do not hesitate to contact Sandra Moberly, County Administrative Officer at <a href="mailto:smoberly@mono.ca.gov">smoberly@mono.ca.gov</a> if you have any questions or need additional information.

Sincerely,

Lynda Salcido Board Chair Mono County Board of Supervisors

Cc: Mono County Board of Supervisors
The Honorable Marie Alvarado-Gil, California State Senate District 4
The Honorable David Tangipa, California State Assembly District 8
Pat Blacklock, Rural County Representatives of California
Catherine Freeman, California State Association of Counties



■ Print

MEETING DATE April 15, 2025

**Departments: County Administrative Office** 

TIME REQUIRED 10 minutes

**SUBJECT** Consider Creation of a Budget Ad

Hoc

PERSONS APPEARING BEFORE THE

BOARD

Sandra Moberly, County Administrative Officer

### **AGENDA DESCRIPTION:**

(A brief general description of what the Board will hear, discuss, consider, or act upon)

Establishment of Budget Ad Hoc Committee consisting of two Supervisors.

### **RECOMMENDED ACTION:**

Establish the Budget Ad Hoc Committee. Appoint two Supervisors to the Committee. Provide any desired direction to staff.

### **FISCAL IMPACT:**

None.

**CONTACT NAME:** Sandra Moberly

PHONE/EMAIL: 760-932-5415 / smoberly@mono.ca.gov

**SEND COPIES TO:** 

### **MINUTE ORDER REQUESTED:**

TYES VO

### **ATTACHMENTS:**

Click to download

Ad Hoc Charter

4/8/2025 10:05 AM

### History

Time Who Approval

County Administrative Office

Yes

4/8/2025 9:23 AM County Counsel Yes

4/8/2025 10:01 AM Finance Yes



### COUNTY ADMINISTRATIVE OFFICER COUNTY OF MONO

Sandra Moberly, MPA, AICP

### **ASSISTANT COUNTY ADMINISTRATIVE OFFICER**

Christine Bouchard

### **BOARD OF SUPERVISORS**

**CHAIR** 

Lynda Salcido / District 5

VICE CHAIR

Iennifer Kreitz / District I

Rhonda Duggan / District 2 Paul McFarland / District 3 John Peters / District 4

### **COUNTY DEPARTMENTS**

ASSESSOR Hon. Barry Beck

DISTRICT ATTORNEY
Hon, David Anderson

SHERIFF / CORONER

Hon. Ingrid Braun

BEHAVIORAL HEALTH Robin Roberts

COMMUNITY DEVELOPMENT Wendy Sugimura

COUNTY CLERK-RECORDER Queenie Barnard

COUNTY COUNSEL Chris Beck

ECONOMIC DEVELOPMENT Liz Grans

EMERGENCY MEDICAL SERVICES Bryan Bullock

FINANCE Janet Dutcher, DPA, MPA,

CGFM, CPA HEALTH AND HUMAN SERVICES

Kathryn Peterson INFORMATION

TECHNOLOGY Mike Martinez

PROBATION Karin Humiston

PUBLIC WORKS Paul Roten To: Board of Supervisors

From: Sandra Moberly, County Administrative Officer

Date: April 15, 2025

Re: Creation of a FY 25/26 Budget Ad Hoc

### Strategic Plan Focus Area(s) Met

A Thriving Economy	Safe and Healthy Communities	Mandated Function

Sustainable Public Lands Workforce & Operational Excellence

### **Discussion**

Staff would like to suggest creation of a FY 25/26 Budget Ad Hoc as staff is currently working to refine and improve the budget process. The Committee would consist of two appointed Supervisors. The Committee would work with County staff, including the County Administrative Officer, Assistant County Administrative Officer, and Budget Officer, to facilitate development and understanding of the budget at the governance level including:

- Gain an in-depth understanding of the budget and share insights with the entire Board.
- Develop thoughtful questions about the budget prior to public discussions.
- Provide governance-related input as the budget is being shaped.
- Enhance and refine budget-related policies. Analyze spending priorities and help establish funding allocations.
- Engage in strategic discussions and propose solutions for various budget challenges, such as revenue gaps, rising costs, and unfunded initiatives.
- Support the evaluation and prioritization of policy item proposals.
- Share budget outcomes and implications during community meetings.
- Present and guide discussions on budget details with governance at the budget workshop.

The Committee would be dissolved upon accomplishment of these tasks.

### County of Mono Fiscal Year FY25/26 Budget Ad Hoc / Scope of Work (Board Report – Attachment 1)

### Background

The Mono County Board of Supervisors recognizes the importance of a thorough and collaborative approach to budget development and oversight. Given the complexities of addressing funding priorities, revenue challenges, and expenditure management, the establishment of a Budget Ad Hoc Committee seeks to enhance the efficiency and effectiveness of these processes. This initiative is driven by the need to facilitate focused discussions, provide strategic insights, and ensure alignment with the County's goals and priorities.

### **Purpose and Scope**

The Budget Ad Hoc Committee is designed to assist in the preparation, refinement, and communication of the County's budget. It aims to foster collaboration among Board members, enhance strategic planning, and provide governance-related input throughout the budget cycle. By leveraging the expertise and engagement of its appointed members, the committee will work to ensure that the budget reflects the County's priorities, addresses fiscal challenges, and supports community needs.

The Budget Ad Hoc Committee will:

- Gain an in-depth understanding of the budget and share insights with the entire Board.
- Develop thoughtful questions about the budget prior to public discussions.
- Provide governance-related input as the budget is being shaped.
- Enhance and refine budget-related policies.
- Engage in strategic discussions and propose solutions for various budget challenges, such as revenue gaps, rising costs, and unfunded initiatives.
- Support the evaluation and prioritization of policy item proposals.
- Share budget outcomes and implications to the community.
- Present and guide discussions on budget details with governance at the budget workshop.

### **Committee Duration**

This committee will be active through the completion of the FY 25/26 Budget process.

### **Committee Members**

To be appointed by the Board of Supervisors.

### **County Department, Other Agency, and Consulting Resources**

County Administrative Officer, Assistant County Administrative Officer, Budget Officer, with support from Finance.



Print

MEETING DATE	April 15, 2025
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Time

TIME REQUIRED

SUBJECT

Closed Session - Labor Negotiations

Closed Session - Labor Negotiations

APPEARING
BEFORE THE
BOARD

### **AGENDA DESCRIPTION:**

(A brief general description of what the Board will hear, discuss, consider, or act upon)

CONFERENCE WITH LABOR NEGOTIATORS. Government Code Section 54957.6. Agency designated representative(s): Sandra Moberly, Oliver Yee, Christopher Beck, Janet Dutcher, and Christine Bouchard. Employee Organization(s): Mono County Sheriff's Officers Association (aka Deputy Sheriff's Association), Local 39 - majority representative of Mono County Public Employees (MCPE) and Deputy Probation Officers Unit (DPOU), Mono County Paramedic Rescue Association (PARA), Mono County Correctional Deputy Sheriffs' Association. employees: All.

RECOMMENDED ACTION:	
FISCAL IMPACT:	
CONTACT NAME: PHONE/EMAIL: /	
SEND COPIES TO:	
MINUTE ORDER REQUESTED:  ☐ YES ☑ NO	
ATTACHMENTS:	
Click to download  No Attachments Available	
History	

**Approval** 

Who



■ Print

**MEETING DATE** April 15, 2025

**TIME REQUIRED PERSONS APPEARING SUBJECT** Closed Session - Existing Litigation **BEFORE THE BOARD** 

### **AGENDA DESCRIPTION:**

(A brief general description of what the Board will hear, discuss, consider, or act upon)

Existing Litigation - County of Mono v. Amerisourcebergen Drug Corporation; Cardinal Health, Inc.; McKesson Corporation; Purdue Pharma L.P.; Purdue Pharma, Inc., et al., United States District Court, Eastern District of California, Case No. 2:18cv-01149-MCE-KJN.

RECOMMENDED ACTION:
FISCAL IMPACT:
CONTACT NAME: PHONE/EMAIL: /
SEND COPIES TO:
MINUTE ORDER REQUESTED:  YES NO
ATTACHMENTS:
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No Attachments Available

### History

Time	Who	<b>A</b> pproval
4/9/2025 8:14 AM	County Counsel	Yes
4/9/2025 5:14 PM	Finance	Yes
4/9/2025 7:17 PM	County Administrative Office	Yes



■ Print

**MEETING DATE** April 15, 2025

TIME REQUIRED

SUBJECT Closed Session - Real Property

Negotiations

PERSONS
APPEARING
BEFORE THE
BOARD

### **AGENDA DESCRIPTION:**

(A brief general description of what the Board will hear, discuss, consider, or act upon)

CONFERENCE WITH REAL PROPERTY NEGOTIATORS. Government Code section 54956.8. Property: 56 Kirkwood, Bridgeport, CA. Agency negotiator: Sandra Moberly. Negotiating parties: Mono County. Under negotiation: Price, terms conditions.

RECOMMENDED ACTION:
FISCAL IMPACT:
CONTACT NAME: PHONE/EMAIL: /
SEND COPIES TO:
MINUTE ORDER REQUESTED:  ☐ YES ☑ NO
ATTACHMENTS:
Click to download No Attachments Available

### History

TimeWhoApproval4/9/2025 9:35 AMCounty CounselYes4/9/2025 5:14 PMFinanceYes4/9/2025 7:17 PMCounty Administrative OfficeYes



■ Print

**MEETING DATE** April 15, 2025

Attachment B

**Departments: Health and Human Services** 

**TIME REQUIRED** 1 hour (40 minute presentation; 20

minute discussion)

**SUBJECT** Mono County Public Health 2024

Community Health Assessment

Presentation

PERSONS APPEARING

BEFORE THE

BOARD

Dr. Tom Boo, Mono County Public

Health Public Health Officer; Emily Janoff, Epidemiologist; Dora Barilla,

**HC2** Strategies

### **AGENDA DESCRIPTION:**

(A brief general description of what the Board will hear, discuss, consider, or act upon)

The 2024 Mono County Public Health Community Health Assessment (CHA) is the work of the county's Public Health Division in partnership with HC2 Strategies with the input of a diverse group of community members and leaders, seeking to identify the top health and well-being needs of Mono County residents. The Public Health Division and its partners will use the findings to build community interventions that address the identified priorities. HC2 Strategies will present the final CHA to the Mono County Board of Supervisors.

RECOMMENDED ACTION:  None, informational only.
FISCAL IMPACT: None.
CONTACT NAME: Kathryn Peterson PHONE/EMAIL: 7609376518 / kpeterson@mono.ca.gov
SEND COPIES TO: kpeterson@mono.ca.gov; sbutters@mono.ca.gov
MINUTE ORDER REQUESTED:  ▼ YES □ NO
ATTACHMENTS:
Click to download
□ staff report
D Attachment A

### History

Time	Who	<b>A</b> pproval
4/8/2025 10:18 AM	County Counsel	Yes
4/3/2025 4:50 PM	Finance	Yes
4/8/2025 10:31 AM	County Administrative Office	Yes



### **Health and Human Services Department**

Public Health Division, PO Box 3329, Mammoth Lakes, CA 93546 | PO Box 476, Bridgeport, CA 93517 Social Services Division, PO Box 2969, Mammoth Lakes, CA 93546

### STAFF REPORT

**MEETING DATE:** April 15, 2025

TITLE: Mono County Public Health 2024 Community Health Assessment

**PREPARED BY:** Kathryn Peterson, HHS Director

### **BACKGROUND**

Future of Public Health Funding, of which Mono County Public Health is a recipient, requires local health jurisdictions to complete a three-year public health plan informed by the local health department Community Health Assessment (CHA), Community Health Improvement Plan (CHIP), and/or Strategic Plan.

The current Mono County Public Health Division CHA process was initiated in November of 2023. The previous Mono County Public Health CHA was completed in 2019 in conjunction with Mammoth Hospital.

In the future, local health jurisdictions will be required to shift their CHAs and CHPs to a statewide, synchronized three-year cycle. As part of the California Advancing Innovation in Medi-Cal (CalAIM) Population Health Management Initiative, MediCal Managed Care Plans will be required to engage in CHA/CHIP processes alongside local health jurisdictions.

### **DISCUSSION**

A community health assessment gives organizations broad information about the community's current health status, needs, and issues. The 2024 Mono County Community Health Assessment (CHA) is the work of the county's Public Health Division in partnership with HC2 Strategies with the input of a diverse group of community members and leaders, seeking to identify the top health and well-being needs of Mono County residents. The Public Health Division and its partners will use the findings to build community interventions that address the identified priorities and populations.

This CHA includes data from a wide variety of sources, including other county and hospital health assessments, population-based health and related socioeconomic data, data from Medi-Cal managed care plans, key informant interviews, facilitated listening sessions with community residents, and a countywide well-being survey.

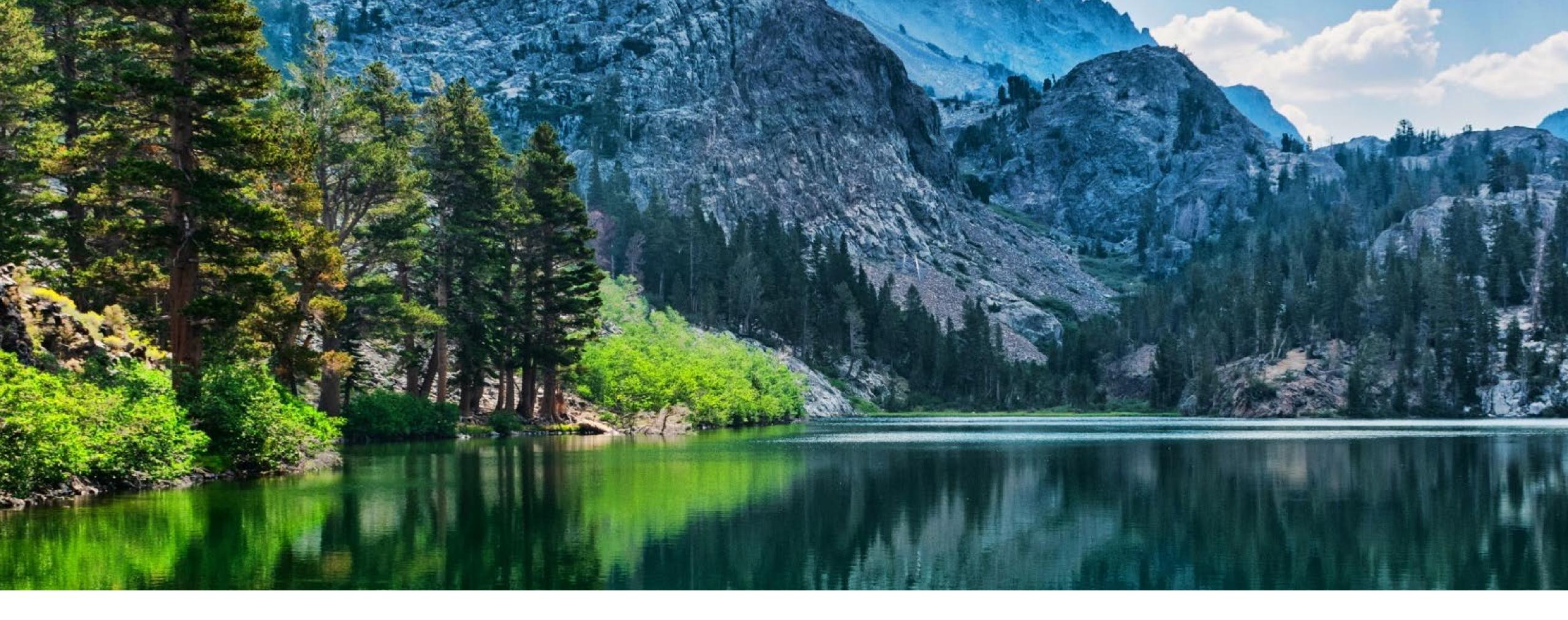
A CHA Advisory Council made up of Mono County Public Health leaders and Medi-Cal managed care plan representatives guided the collection and presentation of the data and invited a diverse Prioritization Stakeholder Committee to select priority areas and populations of focus.

This CHA and its findings will inform the collaborative development of a Mono County Community Health Improvement Plan (CHIP) to address the identified priorities. With stakeholder and community assistance, the CHIP will be completed in 2025 with implementation to follow.

On April 15, 2025, Mono County Public Health Division staff and HC2 Strategies will present the completed 2024 Public Health Community Health Assessment to the Mono County Board of Supervisors.

### **ATTACHMENTS**

- 1. Mono County Community Health Assessment Final Report
- 2. Mono County Community Health Assessment presentation to Board





# 2024 Mono County

Community Health Assessment

Mono County Board of Supervisors Meeting | April 15, 2025



### Presenter



Dora Barilla, DrPH
Co-Founder and President
HC<sup>2</sup> Strategies, Inc.

## Today's Discussion

- Purpose and Process of the Community Health Assessment
- Prioritization, Community Input and Selection Process
- Health Priorities and Key Populations
- Next Steps





# Purpose and Process



### Purpose of the Community Health Assessment (CHA)

### Together we can....



- The overall health status and needs of the community
- Areas where clinical and community priorities are most in need of improvement and have the most opportunity for collaborative efforts
- Partnerships, collaborations, and assets in Mono County that effectively address identified priorities
- Partners on the broader efforts and specific strategies that fit into the priorities of the community
- Regulatory Requirements -
- √The California Department of Health Care Services (DHCS) has issued guidance
  to all Medi-Cal managed care plans (MCPs) to meaningfully participate in local
  health jurisdictions' CHA/CHIP processes.
- ✓ The local health department aligns with the Future of Public Health Initiative.





### **Process Steps**

Data Collection and Review



1. Collected and reviewed publicly available data from multiple sources



2. Conducted 23 key informant interviews

Data Analysis and Understanding



3. Held 8 listening sessions for various populations and locations

Identification of Key Themes and Populations



4. Surveyed 341 community members on personal health and well-being



5. Selected key areas and populations of focus from the data

Validation and Consensus



6. Invited 68 community partners to prioritize areas of focus



### Data Limitations and Mitigations

Small populations such as those in Mono County face unique challenges in data collection and interpretation. The CHA Advisory Council took steps to address these challenges to support data integrity and relevant, actionable findings.

### Limitations

- Representation
- Privacy concerns
- Data sparsity
- Resource constraints

### Mitigations

- Expanded data collection
- Combined data from multiple sources
- Leveraged qualitative data
- Collected non-randomized community-based data
- Used appropriate statistical methods





# Mono County Data Sources

Type	Sources
	1. <u>Burden of Disease</u> and <u>Vital Conditions</u> frameworks with dozens of publicly available, regularly updated indicators
Quantitative	2. 2024 County Health Profiles, by California Department of Public Health and local health departments
	3. Medicare data
	4. County Health Rankings and Roadmaps
	5. Medi-Cal managed care plan HEDIS measures (new addition to process)
	1. Other Mono County health assessments and reports
Oualitativa	2. 23 key informant interviews
Qualitative	3. 8 listening sessions
	4. Widely used well-being survey with a national benchmark
	More information on these sources is available in the Appendix.





### Mono County Vital Statistics 2020-2022



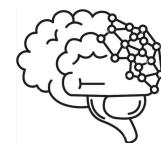
Overall death rate (age-adjusted) is 20% lower than the California rate.



Coronary heart disease deaths are 25% lower than in California.



Cancer death rate (age-adjusted) is about 25% of the California rate.



Deaths due to Alzheimer's 33% of the California rate.



Homicide rate 79% lower than in California.



HIV, TB, and STI rates are all far below the rates in California.



Breastfeeding rate higher than the rate in California.



Children in poverty lower than in California.

# Prioritization, Community Input and Selection Process



# (음 Prioritization Process

After reviewing and analyzing the data, the Mono County CHA Advisory Council invited 68 key community partners to serve on the 2024 Mono County CHA Prioritization Committee. Their prioritization work followed three steps:

Data Review

Reviewed quantitative and qualitative data from more than 20 sources Virtual Survey

Used five questions to rank key areas in one survey

Priority & Population Selection

Selected their top three priorities along with three key populations for equity focus in each of the priority areas

### **Prioritization Committee Invitees**

The 68 community partners were invited to ask others in their organizations to take part in the prioritization process. Members and invitees could attend a prioritization session or review the data on their own.

### Invitees represented the following 22 organizations:

Anthem

**Benton Paiute Reservation** 

**Bridgeport Indian Colony** 

**Community Service Solutions** 

Eastern Sierra Pride

Health Net

Inyo Mono Advocates for Community Action

Kutzadika Tribe

Mammoth Hospital

Mammoth Lakes Police Department

Mammoth Mountain

Mammoth Unified School District

Mono County Behavioral Health

Mono County Board of Supervisors

Mono County Community Development

Mono County EMS

First 5 Mono County

Mono County Health & Human Services

Mono County Office of Education

Toiyabe Indian Health Project

Town of Mammoth Lakes

Wild Iris Family Counseling & Crisis Center

See Appendix B in the 2024 Mono County CHA Report for a list of invitees by name.



# (님 Virtual Prioritization Survey

The Advisory Council selected seven areas for Prioritization Committee members to consider, using five questions that used on a Likert scale of 1 to 5.

## 7 Areas

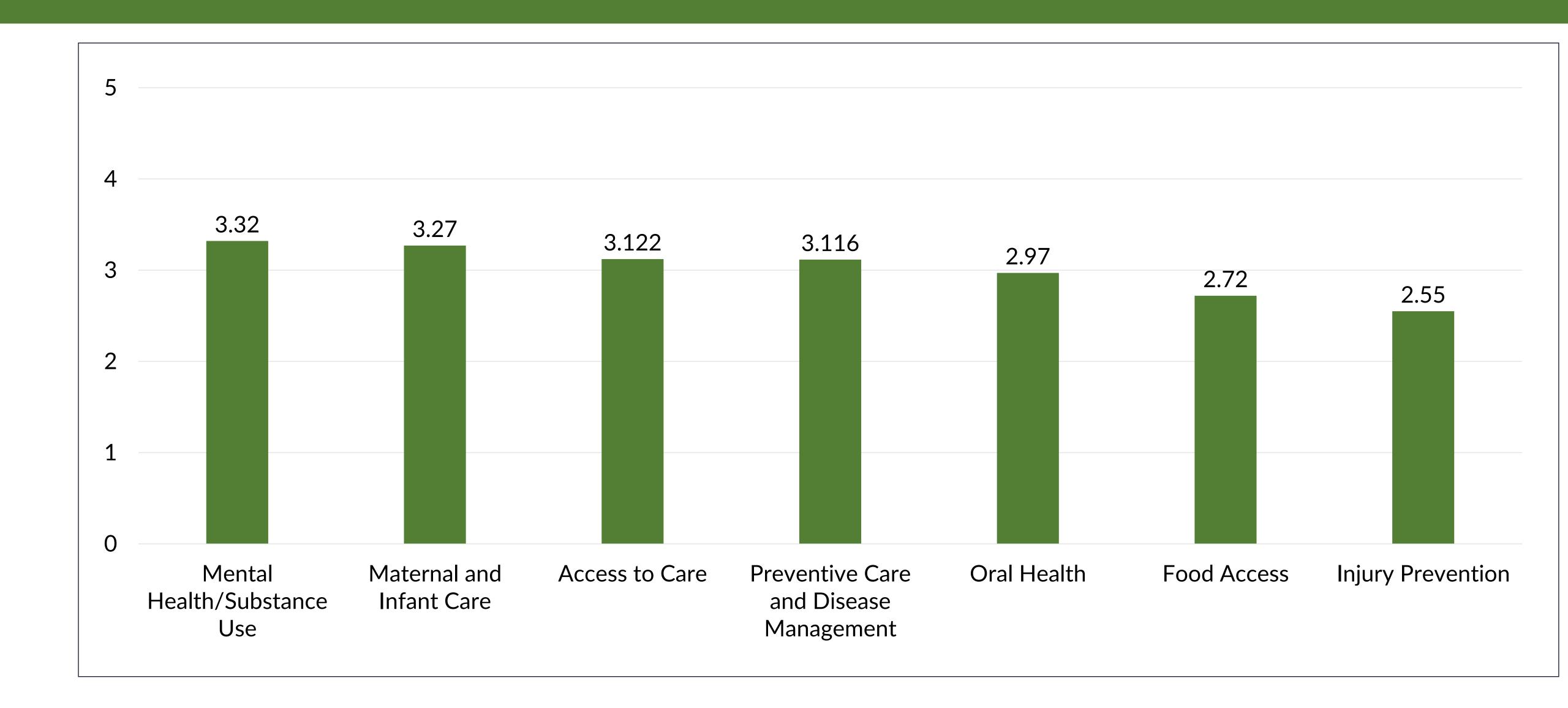
(Alphabetical Order)

- Access to Care
- Food Access
- Injury
- Maternal and Infant Health
- Mental Health/Substance Use
- Oral Health
- Preventive Care and Disease
   Management

## 5 Questions

- 1. How severe is this need?
- 2. Are there energy, capacity, and resources for improving the need?
- 3. Are there investment opportunities for collaborative partners and/or practice?
- 4. Are there promising practices to address the need?
- 5. Are there opportunities to collaborate with your local Medi-Cal managed care plans (MCPs) on the need?

# (님 Virtual Prioritization Survey



# 입문 Selection of Populations of Focus

Prioritization Committee members also selected the top three populations experiencing inequities in each of the populations.

	Mental Health/Substance Use	Maternal and Infant Health	Access to Care
1.	North Mono residents	Children living in poverty	Children living in poverty
2.	Latino/Latinx residents	Women of reproductive age	North Mono residents
3.	Low-income service workers	Latino/Latinx residents	Seniors with chronic disease





# Populations of Focus

### Children Living in Poverty

- Decline in well-child visits among Anthem Medi-Cal members.
- Medi-Cal pediatric members remain less than fully immunized.
- Key informants: children attending school hungry and a rise in diabetes and obesity among school-age children.

### North Mono County Residents

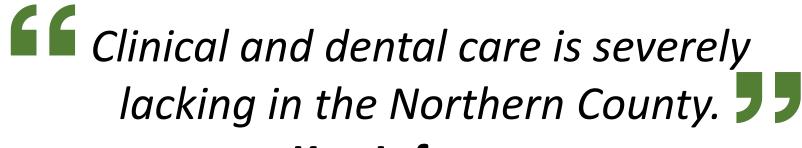
- Limited access to transportation, employment, and affordable housing and grocery options.
- Rated worse in struggling, financial well-being, physical health, and physical limitations than the county as a whole in the well-being survey.
- Key informants: Residents in rural isolated areas experience inequities.

### Latinos/Latinx

- Hispanic children in Mono County experience much <u>higher poverty</u> than the state or county.
- In the well-being survey:
  - 450% higher rate of suffering among Latinos with additional races and ethnicities than Mono County
  - Higher rate of loneliness among Spanish speakers







# Health Priorities





# Mental and Behavioral Health Priority



- 1. Mental health providers are in high demand, but the number of providers remains insufficient. Mono County has 1 mental health provider per 410 people compared to 1 for every 220 people statewide.
- 3. Mono County residents experience more <u>poor mental</u> <u>health days</u> than the state average.
- 4. <u>Suicide rates</u> are higher than the state rate, but precise calculations are difficult due to small sample sizes.
- 5. Binge drinking is more prevalent.
- 6. Key informants and listening session participants shared concerns about access to mental health and substance-use disorder services and treatment resources.
- Substance abuse is definitely an issue also related to behavioral health. When they can't access behavioral health providers, they self-medicate. Youth experiment, then become addicted.
  - Key Informant

# Maternal and Infant Health Priority

- 1. Prenatal care gets a slower start in Mono County compared to California, with fewer expectant mothers receiving care in the first trimester.
- 2. Listening session participants cited women of childbearing age among populations experiencing inequities. They noted:
  - a) The lack of labor and delivery services
  - b) Virtually no pediatric specialty services
  - c) Scarcity of childcare services, particularly for low-wage earners







# (4) Access to Care Priority



1. Listening session participants described the county as a "medical desert," with limited access to mental health, childbirth facilities, and primary, dental, vision, and specialty care.



2. Publicly reported data also shows Mono County has 1 dentist for every 2,160 individuals compared to 1 for every 1,080 individuals statewide.



3. Anthem data reveals gaps in well-child visits and access to preventive care among its Medi-Cal members.



4. Tribal residents in listening sessions noted a lack of physician providers since the local clinic burned down.

## Summary

### Priorities

- Mental and Behavioral Health
- Maternal and Infant Health
- Access to Care

## Populations

- Children living in poverty
- Latino/Latinx
- North Mono County

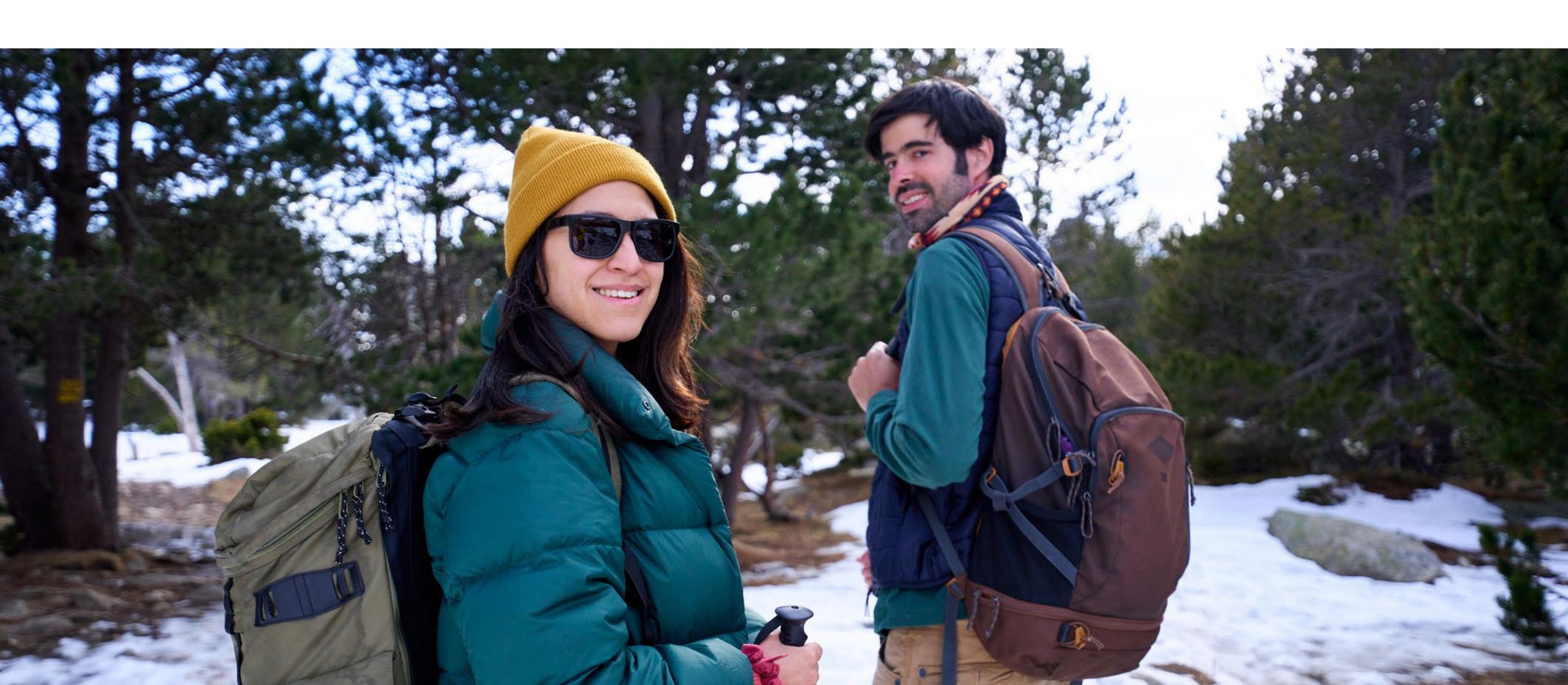
# Emerging Trends

- Multiple chronic conditions
- Oral health





# Next Steps





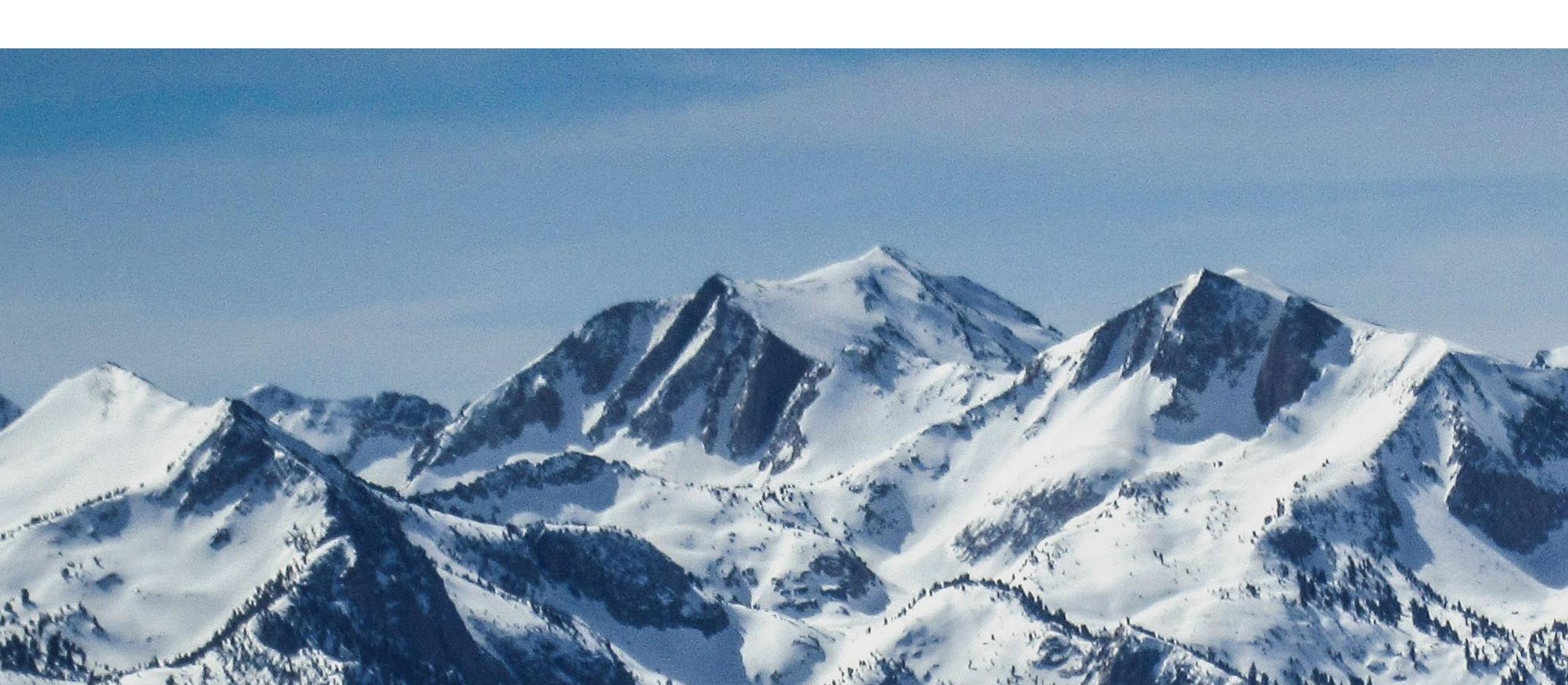
## Next Steps

- Work with community partners to develop and implement a Community Health Improvement Plan (CHIP) to address the key priorities and populations.
- 2. Acknowledge existing efforts and collaboration opportunities.

# Questions and Discussion



# Appendix



# New Requirements for Medi-Cal Managed Care Plans' Population Needs Assessments (NPAs), 2024-2027

DHCS has issued guidance to all MCPs stipulating that rather than having a separate PNA deliverable, MCPs are instead required to meaningfully participate in local health jurisdictions' CHA/CHIP processes.

- MCPs that operate in multiple counties/localities must work with each local health jurisdiction (LHJ) in their service area.
- MCPs must work (where applicable) alongside other MCPs serving that local area.

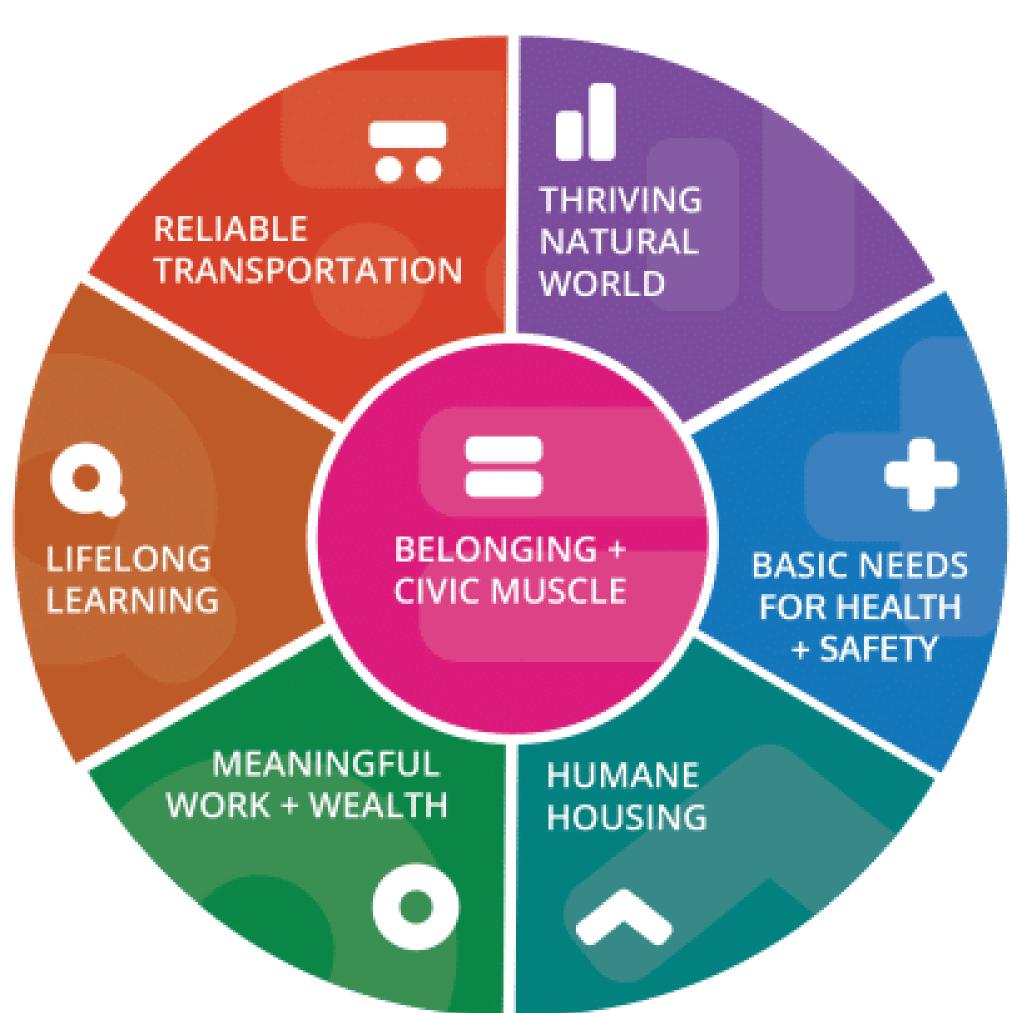
CDPH has issued corresponding guidance to LHJs to support MCP participation.

Medi-Cal managed care plans are beginning to share data with local health jurisdictions in ways that support the CHA/CHIP process.





# IP3 | Assess7 Vital Conditions for Well-Being



### Link to framework

### Link to Mono County data

- Each vital condition is distinct and indispensable. Together, they form an interdependent system that shapes opportunities for people and places to thrive.
- If any vital condition is denied or otherwise unfulfilled, serious adversity excess rates of illness, unemployment, housing distress, food insecurity, loneliness, etc.- can accumulate.





# IP3 | Assess Burden of Disease

Link to framework
Link to Mono County data

Burden of disease is defined as death and loss of health due to diseases, injuries, and risk factors that reflect leading causes of morbidity and mortality

As stewards of our communities, we aim to understand the burden of disease impacting the communities we serve and the unequal distribution.







# Listening Sessions Scheduled

#	Region	Event Location	Language
1	Lee Vining	Mono Lake Committee	English
2	Lee Vining	Mono Lake Committee	Spanish
3	Mammoth Lakes	Mammoth Lakes Library	English
4	Mammoth Lakes	Mammoth Lakes Library	Spanish
5	Bridgeport	Bridgeport Indian Colony	English
6	Bridgeport	Memorial Hall	English
7	Bridgeport	Memorial Hall	Spanish
8	Walker/Coleville	Walker Senior Center	English
9	Walker/Coleville	Walker Community Center	English
10	Walker/Coleville	Walker Community Center	Spanish
11	Benton	Benton Tribe Reservation - Roundhouse	English
12	Mammoth	Mammoth Mountain Ski Area	English

### 42 Participants

31 female, 11 male

40 adults, 2 youth





# Key Informant Interviews

#	Name	Title	Organization
1	Janice Mendez	Leader and Elder	Bridgeport Indian Colony/Toiyabe Indian Health Board of Directors
2	Amanda Philips	Executive Director	Community Service Solutions
3	Wendy Guzman-Rangel	Integrated Case Lead Worker	Department of Social Services
4	Molly DesBaillets	Executive Director	First 5 Mono
5	Ashley Ayala Borunda	MHS Valedictorian	Mammoth High School
6	Tom Parker	CEO	Mammoth Hospital
7	Jacob Eide	Behavioral Health Staff	Mammoth Hospital
8	Caitlin Crunk	Chief Nursing Officer	Mammoth Hospital
9	Stacey Adler	Superintendent	MCOE
10	Jenny Weaver	Health & Safety	MMSA
11	Elysia Fischbah	Local Representative	Mono City
12	Krista Cooper	Adult Services Manager	Mono County
13	Robin Roberts & Lauren Plum	Program Manager	Mono County Behavioral Health
14	Bryan Bullock	EMS Chief	Mono County EMS
15	Cassidy Miles	Supervisor	Mono County Senior Center
16	Michele Young	Senior Services Provider	Mono Social Services
17	Nancy Cruz	WIC Assistant	Mono WIC
18	Molly Rearick Day	President	Mountain Queers
19	Kristin Reese	Board Member	Mountain Queers
20	Colleen Moxley	School Nurse	MUSD/ESUSD
21	Brianna Brown	Teacher	Bridgeport Elementary School
22	Rob Patterson	Town Manager	Town of Mammoth Lakes
23	Vanessa Dominic Hays	Executive Director	Wild Iris

## Well-Being Survey

341 responses were collected from May through August 2024, 291 English and 50 Spanish. Survey data may be found in the 2024 Mono County Community Health Assessment report on pages 22-24 and 54-56.

The <u>Well-Being Assessment</u> from the Institute for Health Care Improvement's 100 Million Healthier Lives Campaign was distributed countywide through public links and QR codes, a news release, the county newsletter, and paper copies at events and county sites. National-level Gallup data is available as a comparison.

The short, holistic tool measures community members' perspectives on their personal health and well-being, providing insights into how a community and its populations are feeling about their lives and futures.

Two Cantril's ladder questions are used to classify individuals as "thriving," "struggling," or "suffering:" Please imagine a ladder with steps numbered from zero at the bottom to ten at the top. The top of the ladder represents the best possible life for you, and the bottom of the ladder represents the worst possible life for you.

- 1. On which step of the ladder would you say you personally feel you stand at this time?
- 2. On which step do you think you will stand about five years from now?

Other survey questions cover respondents' perceptions in areas such as financial well-being, physical and mental health, health limitations, emotions, support from friends or family, and community connections.

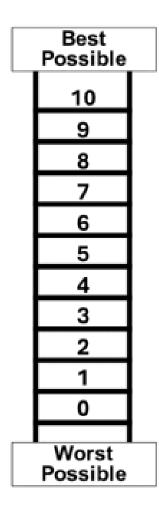


## Well-Being Survey



### Mono County 2024 Well-Being Survey

Please share your responses to the questions below. Your input will help us meet community needs. No identifying information will be shared.



For the first three questions, please imagine a ladder with steps numbered from 0 (zero) at the bottom to 10 at the top. The top of the ladder represents the best possible life for you and the bottom of the ladder represents the worst possible life for you.

On which step of the ladder would you say you personally feel you stand at this time?
 Please circle your answer.

0	1	2	3	4	5	6	7	8	9	10
Worst										Best
possible										possible

2. On which step do you think you will stand about five years from now?

0	1	2	3	4	5	6	7	8	9	10
Worst										Best
possible										possible

3. Now imagine the top of the ladder represents the best possible financial situation for you, and the bottom of the ladder represents the worst possible financial situation for you. Please indicate where on the ladder you stand right now.

0	1	2	3	4	5	6	7	8	9	10
Worst										Best
possible										possible

# Health Assessment Comparisons: Aligned Priority Areas

Public Health CHA	<u>Mammoth</u> <u>Hospital CHNA</u>	Behavioral Health Annual Report	Maternal Child & Adolescent Health Survey
Mental health and substance use	Behavioral health	Access and availability of mental health services  Availability of substance use disorder treatment	Mental health services
Maternal and infant health	Accessible labor and delivery services		Resources for childcare and parenting  Access to reproductive health
Access to care	Retention/ Recruitment of health care staff Clinical care access		Access to care
	Access to specialty care		





### 2024 Mono County

Community Health Assessment Mono County, California December 2024



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#### With assistance from:

HC<sup>2</sup> Strategies, Inc.

IP3 (Institute for People, Place, and Possibility)

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### **Executive Summary**

A community health assessment (CHA) is a geographical or territorial health assessment that identifies key health needs and issues through systematic, comprehensive data collection and analysis with an emphasis on underserved populations who are often missed in traditional data collection methods. A community health assessment gives organizations and/or regions broad information about the community's current health status, needs, and issues.

This 2024 Mono County Community Health Assessment (CHA) is the work of the county's Public Health Division in partnership with HC<sup>2</sup> Strategies with the input of a diverse group of community members and leaders, seeking to identify the top health and well-being needs of Mono County residents. The Public Health Division and its partners will use the findings to build community interventions that address the identified priorities.

This document includes data from a wide variety of sources, including other county and hospital health assessments, population-based health and related socioeconomic data, information from Medi-Cal managed care plans, key informant interviews, facilitated listening sessions with community residents, and a countywide well-being survey. A CHA Advisory Council made up of Mono County Public Health leaders and Medi-Cal managed care plan representatives guided the data selection and invited a diverse Prioritization Committee to select priorities.

This CHA and its findings will inform the collaborative development of a Mono County Community Health Improvement Plan (CHIP) to address the priorities. With stakeholder and community assistance, the CHIP will be completed in 2025 with implementation to follow.

#### **Data Themes**

The following themes arose from the quantitative and qualitative data in this report, and references for these themes are provided in the Health Status and Key Findings section.

#### **Strengths and Assets**

- Life Expectancy In August 2024, the <u>U.S. News & World Report</u> ranked Mono County as
  the highest in life expectancy in the United States at 98.9 years, using data from 2019 to
  2021. While county leaders aren't certain that the county actually has the greatest
  longevity in the United States, the overall death rate is 20% lower than California.
- Thriving Mono County residents had a much higher percentage of individuals who reported that they are thriving (63%) when compared to the national average of 52%. Within Mono County, 25% more Spanish-speaking residents self-reported that they were thriving compared to the overall county.
- Lower rates of chronic conditions Rates of many chronic diseases in Mono are lower than or consistent with state averages.

- **Community** Mono County residents report strong community ties with others.
- **Local resources**, such as a senior center, service clubs, libraries, the natural environment, and interagency collaboration, are seen as assets in the community.
- **Collaboration** There is a strong and consistent willingness for county agencies and communities to work together to collectively address health and well-being.

#### **Priority Needs**

- Mental health and behavioral health remains a key issue for Mono County, as has been highlighted in previous community health assessments. Some data suggests that poor mental health is common in the county, with a higher suicide rate and number of poor mental health days than state averages; and services may not be readily accessible due to location, availability, and the number of providers.
- Maternal and infant health also was identified as a significant need, with no obstetric services in the county. While prenatal care remains available in Mammoth, the care starts later in Mono County compared to the state, and mothers must leave the county when it's time to give birth. Key informants also identified needs for pediatric specialty care and childcare, especially for those with low income.
- Access to care is a third key priority in Mono County. Listening session participants described the county as a "medical desert," with no childbirth facilities and with limited access to primary, dental, and specialty care. Publicly reported data also shows Mono County has half as many dentists and mental health providers as the state per capita.

#### **Health Equity Priority**

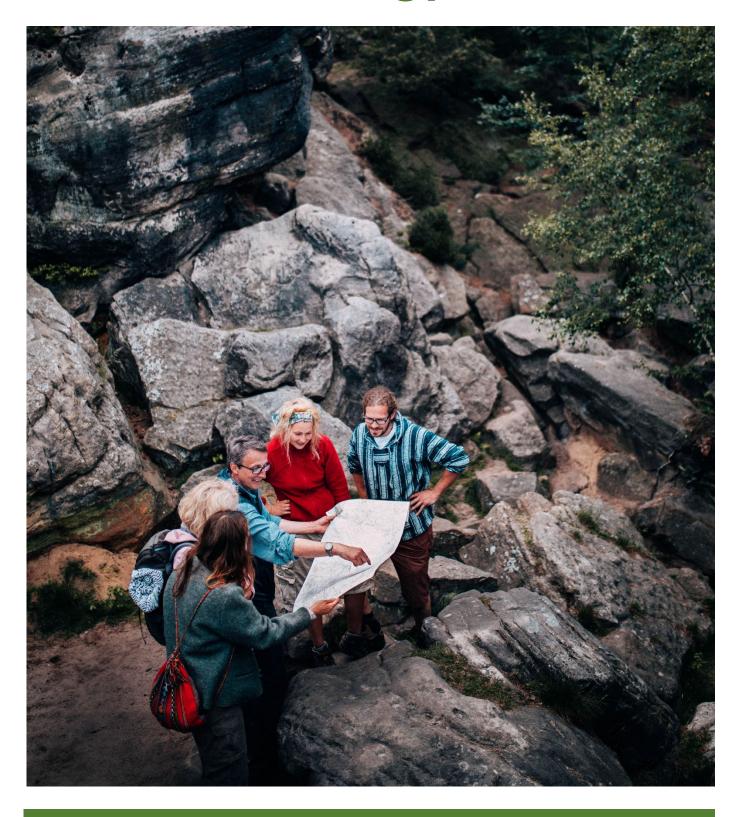
Communities are far better off when all people have equal opportunities to live their healthiest lives, yet policies and practices at every level of society can create deep-rooted barriers to good health.

The COVID-19 pandemic increased awareness of health and socioeconomic inequities that are reflected in differences in length of life; quality of life; rates of disease, disability, and death; severity of disease; and access to treatment. Factors that contribute to unequal outcomes were identified by participants in Mono County key informant interviews and listening sessions, particularly among three populations of focus: children living in poverty, Northern Mono County residents, and Latino/Latinx community members.

All community members play a role in building Mono County's health and well-being, both by being aware of local barriers to thriving and by acting to support community members in living their best lives. Mono County community leaders and members are encouraged to review this Community Health Assessment and the Community Health Improvement Plan to better understand the community's strengths, assets, and needs, and the steps that will lead to better health and well-being for all.



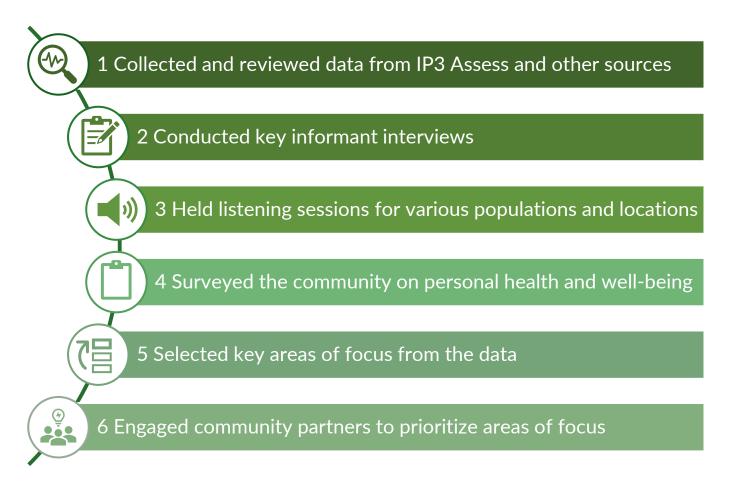
# Process and Methodology



### **Process and Methodology**

This Community Health Assessment synthesized primary and secondary data sources. Primary data are new data collected or observed directly from firsthand experience. Secondary data has already been collected and published by another party.

To ensure accuracy and relevance, the Mono County Community Health Assessment was developed through collaboration among Mono County Public Health leaders, key community partners, and Medi-Cal managed care plan representatives, with support from HC<sup>2</sup> Strategies and IP3 | Assess. The process included the following steps:



An Advisory Council of county leaders and Medi-Cal managed care plan representatives guided the data collection and review, and a Prioritization Committee of community partner representatives prioritized key areas and impacted populations for Public Health Division focus and action.

The names and organizations of Advisory Council and Prioritization Committee members are provided in **Appendixes A and B**.

#### **Data Structure and Limitations**

The Mono County population is spread across a wide area due to its length and mountainous geography. For the purposes of this CHA and to ensure adequate representation from all areas, the Advisory Council defined three parts of the county:

North: Bridgeport (county seat), Coleville, June Lake, Lee Vining, Topaz

**Central**: Crowley Lake, Mammoth Lakes

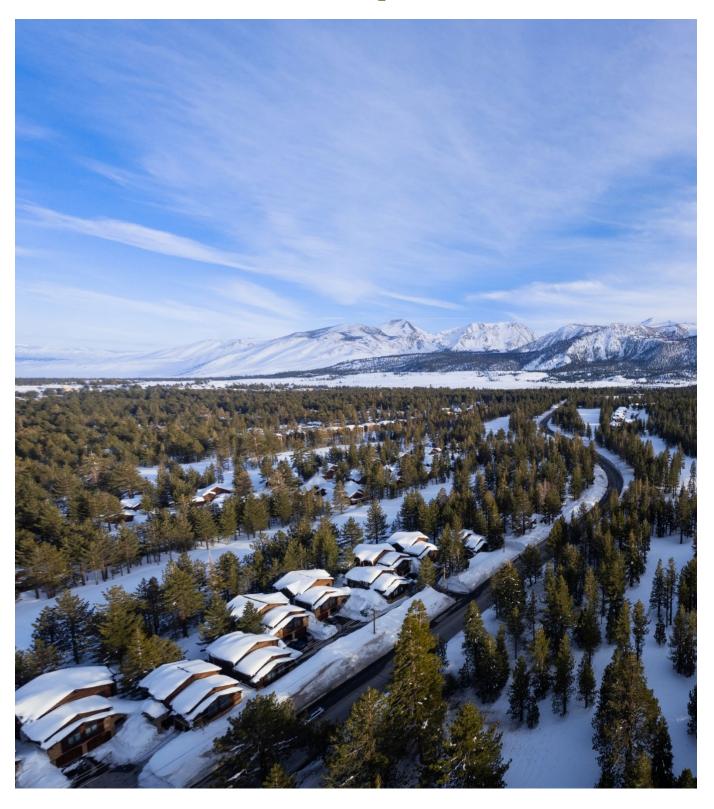
**South:** Benton, Chalfant Valley, Hammil Valley

Small populations such as those in Mono County face unique challenges in data collection and interpretation due to representation, privacy concerns, data sparsity, and resource constraints. To address these limitations, specialized techniques were implemented to extract meaningful insights and maximize the value of the available data.

- **Expanded Data Collection**: The community well-being survey and key informant interview time frames were extended to help capture more diverse perspectives and create a larger dataset. This approach helped mitigate the effect of limited participation.
- **Combined Data from Multiple Sources:** Incorporating data from a variety of sources, such as federal, state, and academic records, provides a more comprehensive view. Official vital statistics on measures such as birth and death rates, causes of death, and health behaviors (e.g., breastfeeding rates) can complement CHA findings, strengthening the assessment.
- **Leveraged Qualitative Data:** In small populations, combining quantitative data with qualitative insights (e.g., interviews or focus groups) can provide deeper insights and help contextualize the numbers. This qualitative context better informed the numbers and made it easier to understand trends when working with incomplete or limited datasets.
- Collected Non-Randomized Community-Based Data: The county invited Mono residents broadly to participate in listening sessions located throughout the county and to complete the well-being survey. Those who chose to participate may not completely represent the entire community. This is a well-known challenge in such community assessments.
- Used Appropriate Statistical Methods: Given the variability in small populations, the Advisory Council was careful to consider wide confidence intervals and margins of error in its data selection.



### **Mono County Community Profile**



### **Mono County Community Profile**

Bridgeport

YOSEMITE

NATIONAL PARK

Mono Lake

Understanding the community is a crucial step in conducting a CHA and setting priorities for action.

The county's population was 13,195 in the 2020 U.S. Census, making it the fourth-least populous county in California.

The ethnic composition is 64.2% White (non-Hispanic), 27.1% Hispanic or Latinx, 4.1% Asian, 1.6% American Indian and Alaska Native, and 0.3% other. About 100 people of the Miwok, Mono, Paiute, Shoshone, and Washoe tribes live in the Bridgeport Indian Colony, and 82 people from the Utu Utu Gwaitu Paiute Tribe live in the Benton Paiute Reservation.

> This CHA represents all of Mono County, which is located in east central California between Yosemite National Park and Nevada. Mono County is long and fairly narrow with a land area of 3,030 square miles. Over half the population — more than 7,000 people live in Mammoth Lakes (the county's only sizable town). Ninety-four percent of the county is publicly owned, largely consisting of federal public lands.

#### **Demographics and** Socioeconomic **Characteristics**

- **Gender Distribution:** Females account for 44.9% of the population, while males represent 55.1%.
- **Median Age:** The median age in the county is 40.5 years.
- Language: A variety of languages are spoken, with a 17.2% Spanish-speaking population due to the sizable Hispanic or Latinx demographic.

Despite the county's generally favorable health profile, some disparities are notable when compared within the county or state, including:

- Child Poverty Within the County: About 11% of Mono County children under 18 live in poverty, lower than the state average of 15%. However, Hispanic children in Mono face a higher poverty rate, at 31%.1
- Household Income Compared to the State: The median household income in Mono County is \$81,650, which is below California's state average of \$103,678.

#### **Economy and Work**

Tourism and recreation dominate the county's economy, making up approximately 80% of employment. From 2008 to 2018, the county saw a 14% growth in visitor volume, reaching 1.7 million visitors. In December 2024, the civilian unemployment rate was 4.5%, compared to 5.2% statewide. The leading number of wage and salary jobs were in leisure and hospitality (52.6%) and local government (18.7%).

#### **Health Care Infrastructure**

A range of health care services is available to Mono County residents. The primary medical facility is Mammoth Hospital, a district Critical Access Hospital with 17 beds that is located in Mammoth Lakes. The hospital, which is part of the Southern Mono Healthcare District, provides emergency, inpatient, primary and specialty clinics, and outpatient services. While the hospital closed its labor and delivery unit, it provides prenatal and gynecology services on an outpatient basis through its Mammoth Women's Health Clinic.

The Mono County Public Health Division operates clinics in Mammoth and Bridgeport, offering immunizations and some reproductive health services such as diagnosis and treatment of sexually transmitted infections. Immunization events are offered throughout the county during influenza vaccination season. The county also is responsible for communicable disease control. For low-income residents, the county administers Medi-Cal, with offices in Walker, Bridgeport, and Mammoth Lakes. Additionally, the county provides assistance programs such as Women, Infants and Children (WIC), General Assistance (GA), and the California Children's Services (CCS) program for children with specific health conditions.

The county operates an Emergency Medical Services Department, with additional prehospital support care provided by a number of volunteer fire districts.

<sup>&</sup>lt;sup>1</sup> https://www.countyhealthrankings.org/health-data/community-conditions/social-and-economic-factors/incomeemployment-and-wealth/children-in-poverty?state=06&year=2025&tab=1#map-anchor

<sup>&</sup>lt;sup>2</sup> https://labormarketinfo.edd.ca.gov/file/lfmonth/monopds.pdf

#### **Previous Community Assessments**

Other valuable health assessments have been conducted in Mono County recently, identifying priority needs across multiple domains with a focus on specific populations and urgent challenges. Summaries of these assessments are provided below.

#### Mammoth Hospital 2022 Community Health Needs Assessment

- Priority Needs: Retention/Recruitment of health care staff, behavioral health, and clinical care access
- **Top 3 Priority Populations:** Low-income groups, rural residents, and women
- Pressing Needs: Access to specialty care, transportation, and accessible labor and delivery services

#### Mono County Mental Health Services Act FY 2023-2024 Annual Update

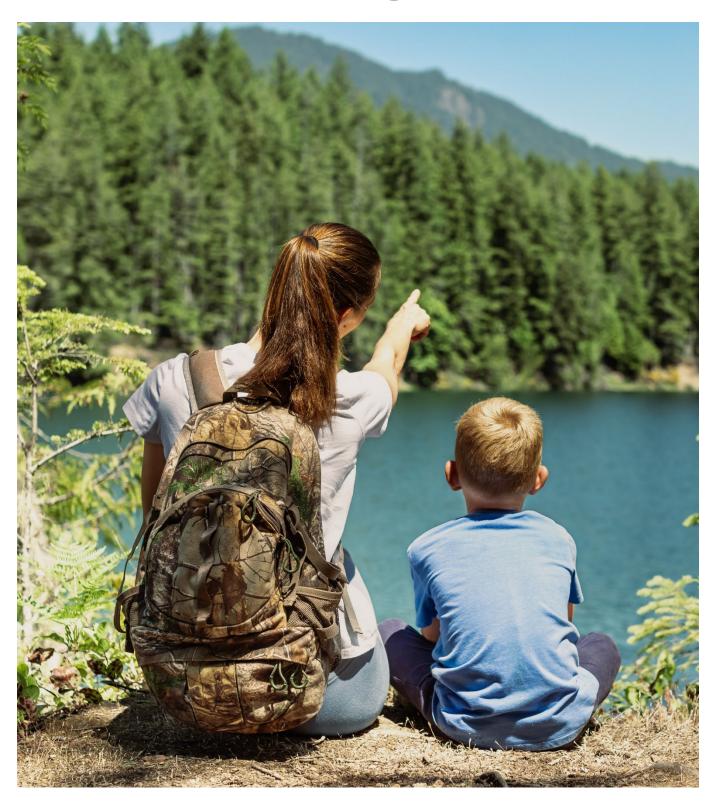
- Priority Needs: Lack of access and availability of mental health services, substance-use disorder treatment, and crisis intervention and support
- **Top 3 Priority Populations:** Individuals with mental health conditions, those with substance use disorders, and participants in mandated programs such as DUI or drug diversion
- Pressing Needs: Access to mental health services, availability of substance use disorder services, and effective delivery and integration of mandated services

#### Mono County Maternal Child & Adolescent Health (MCAH) 5-Year Community Needs Assessment Survey

- Priority Needs: Access to care, mental health services, and resources for childcare and parenting
- **Top 3 Priority Populations:** Women of childbearing age, children and youth with special health care needs, and adolescents
- Pressing Needs for Priority Populations:
  - Women in Childbearing Years: Mental health support and services, access to reproductive health, and availability of physical health services
  - Youth with Special Needs: Access to care and case management, mental health services, community inclusion, and early intervention
  - Adolescents: Sexual and reproductive health services, mental and emotional health, and social media safety guidance



### **Health Status** and Findings



# **Health Status and Findings**

The CHA Advisory Council used quantitative and qualitative data to better understand the community's health needs.

Mono County's quantitative health statistics from the IP3 | Assess Burden of Disease and Vital Conditions frameworks and other publicly available sources generally reflect a healthy population with numerous key indicators better than state averages:<sup>3</sup>

- People in Mono County have life expectancy ranking among the highest of U.S. counties. 4 While local health officials harbor some skepticism about the validity of that ranking, the county's overall death rate is 20% lower than California's, and deaths from all cancers are about 75% lower than the California rate.<sup>5</sup>
- Infectious diseases such as HIV, tuberculosis, and sexually transmitted infections are lower than state averages.
- The county's breastfeeding rate is higher than the California average.

Mono County qualitative data follows the quantitative section with community voices gathered through key informant interviews, listening sessions, and a well-being survey. These voices reveal a strong sense of community along with concerns about mental health and substance use treatment; access to health care services, housing, and healthy food; and maternal and infant health, among other matters.

# **Burden of Disease**

#### Link to Mono County IP3 Burden of Disease Data

Burden of Disease focuses on the significant health conditions contributing to morbidity and mortality in the region. This section encompasses chronic conditions, communicable diseases, and injury-related incidents. The data reveals key areas of concern, including high rates of mental health issues, substance use disorders, and injury-related deaths.

## **Key Burden of Disease Themes**



Top Causes of Death: The leading causes of death in Mono County in 2022, as elsewhere, included cancer and heart disease. 6 However, numbers fluctuate from year to year, and drawing conclusions about Mono County data can be difficult because normal chance variation can skew data in small populations such as Mono's. For this reason, statisticians typically look not at one single year

<sup>3</sup> https://www.cdph.ca.gov/Programs/CHSI/CDPH%20Document%20Library/CHSP Profiles/CHSP-2024.pdf

<sup>&</sup>lt;sup>4</sup> https://www.usnews.com/news/healthiest-communities/california/mono-county#population-health

<sup>&</sup>lt;sup>5</sup> https://www.cdph.ca.gov/Programs/CHSI/CDPH%20Document%20Library/CHSP\_Profiles/CHSP-2024.pdf, p. 6-7

<sup>6</sup> https://www.cdph.ca.gov/Programs/CHSI/CDPH%20Document%20Library/CHSP\_Profiles/CHSP-2024.pdf, p. 7

of Mono County data but combine numbers for three years. Even so, because rates for some causes of death vary widely, comparisons to state data are difficult to validate.



Mental and Behavioral Health: Mental health remains a critical burden, with residents reporting more poor mental health days (5.2 days per month compared to 4.7 statewide) and higher rates of binge drinking (19.4%) compared to the state average (16.2%).<sup>7</sup> The need for mental health services is amplified by limited access to providers, with Mono County having 1 mental health care provider per 410 people compared to the state's 1 for 220 people.8

Currently, suicides appear higher than the statewide rate of 10.1 per 100,000, but the calculated rate per 100,000 people comes with a large margin of error.9 It is something that county health leaders are concerned about.



Maternal and Infant Health: Prenatal care gets a slower start in Mono County compared to California, with 84.4% expectant mothers receiving care in the first trimester compared to 86.3% statewide. 10

Listening session participants cited women of childbearing age among populations experiencing inequities. They also noted:

- The lack of labor and delivery services
- Virtually no pediatric specialty services
- Scarcity of childcare services, particularly for low-wage earners



Chronic Conditions: Diabetes, cardiovascular disease, and multiple chronic conditions are major concerns in Mono County, as they are across the United States. Around 76% of the county's Medicare population aged 65 and older report having two or more chronic diseases, according to Centers for Medicare and Medicaid Services data. 11 People with diabetes in Mono may be slightly less likely than the average Californian with diabetes to receive care for their condition, as 80.4% of diabetic Medicare patients had annual A1c tests compared to the state's 81.9%. 12



**Injury and Violence:** Injuries, including those caused by recreational activities and accidents, remain a significant burden. The injury death rate in Mono County is 64 per 100,000, compared to 59 per 100,000 statewide. 13

<sup>&</sup>lt;sup>7</sup> https://www.countyhealthrankings.org/health-data/california/mono?year=2024

<sup>&</sup>lt;sup>8</sup> https://www.countyhealthrankings.org/health-data/health-factors/clinical-care/access-to-care/mental-healthproviders?year=2024&county=06051

<sup>9</sup> https://www.cdph.ca.gov/Programs/CHSI/CDPH%20Document%20Library/CHSP\_Profiles/CHSP-2024.pdf, p. 21

<sup>10</sup> https://www.cdph.ca.gov/Programs/CFH/DMCAH/surveillance/Pages/Prenatal-Care.aspx

<sup>&</sup>lt;sup>11</sup> https://data.cms.gov/tools/mapping-medicare-disparities-by-population

<sup>12</sup> The Dartmouth Atlas Project. (2024, July 9)

<sup>&</sup>lt;sup>13</sup> https://www.countyhealthrankings.org/health-data/california/mono?year=2024

## **Vital Conditions**

#### Link to Mono County IP3 Vital Conditions Data

Vital Conditions data focuses on the foundational factors that contribute to residents' overall well-being. These conditions are essential for understanding the broader context of health outcomes and driving community change.

#### **Key Vital Conditions Themes**



Basic Needs for Health and Safety: Access to Care: Mono County performs worse than the state average in several indicators related to basic needs, including access to health care providers. For instance, the number of dentists per 100,000 population is nearly half the state average. 14



Housing and Transportation: Access to humane housing and reliable transportation is another vital condition affecting residents, with a 219.9 estimated number of subsidized units per 10,000 population compared to 332 statewide. 15 Housing affordability is a significant issue, which may affect recruitment and retention in the health care sector. Public transportation options are also limited, which can make access to health care and other services more challenging for residents.

These gaps contribute to the overall burden of disease in the region and highlight the need for targeted interventions to improve health outcomes and reduce disparities.

**Appendix C** further describes the IP3 | Assess platform, and **Appendix D** provides indicators and results for identified priority areas along with Mono County and California data.

# Managed Care Plan (MCP) Data

The two Medi-Cal managed care plans in the county—Anthem and Health Net—provided data on the health care status of Medi-Cal recipients in Mono County. The data shared with the Advisory Council through the Healthcare Effectiveness Data and Information Set (HEDIS) consists of over 90 quality measures across domains such as effectiveness, access, availability, patient experience, utilization, and health plan descriptive information.

Data provided by Anthem is provided in Appendix E, and the health plan highlighted the findings below. Because the Health Net HEDIS data had small sample sizes and was

<sup>&</sup>lt;sup>14</sup> https://www.countyhealthrankings.org/health-data/california/mono?year=2024

<sup>&</sup>lt;sup>15</sup> https://preservationdatabase.org/

combined with data from other counties, that information is not included in this assessment due to the difficulty of identifying Mono-specific actionable information.

The integration of managed care plan data in county CHAs is in its early stages. With refinement, this data will allow for deeper understanding of health care gaps in vulnerable population groups, which can guide public health responses and improve health care access for residents.

## **Key Anthem Medi-Cal Themes**



Asthma Medication Ratio (AMR): The ratio has remained stable over recent years, indicating that Anthem members are adhering to asthma management protocols through consistent medication use.



Diabetes Management (Hemoglobin A1c Poor Control - HBD): A significant concern was highlighted in that nearly 90% of Anthem's diabetic patients had less than optimal control of their hemoglobin A1c levels, suggesting that inadequate diabetes management could be a common health problem.



Well-Child Visits (W30): The data shows a decline in well-child visits for children in their first 30 months, signaling a growing gap in pediatric health care engagement among Anthem members.



Immunizations (CIS Combo 10): Improvement was noted in Anthem's childhood immunizations, with key vaccines such as DTaP, MMR, and hepatitis showing better compliance since 2022.



Cancer Screenings (BCS, CCS, COL): Screenings for breast, cervical, and colorectal cancers have shown steady improvement among Anthem Medi-Cal members, indicating a positive trend in preventive health care. However, these screenings remain a focus for continuous improvement.

**Appendix E** further explains HEDIS and provides additional Anthem data.

# **Community Voices**

For this health assessment, community input was gathered through a combination of key informant interviews, listening sessions, and a well-being survey. When helpful, incentives were offered to increase participation.

• Key informant interviews involved 23 local stakeholders from community, civic, and government sectors. They shared insights on health needs, social factors affecting health, and community assets.

- **Eight listening sessions** were conducted across five Mono County communities, including Bridgeport, Walker, Lee Vining, Mammoth Lakes, and Benton. Community members were invited to attend and talk about community health concerns. These sessions aimed to capture diverse perspectives, with an emphasis on including underrepresented voices through Spanish-speaking facilitators.
- Well-being survey data was collected from 341 respondents from May to August 2024. The voluntary survey, which was distributed in several ways, measured subjective well-being and explored health, social, and economic conditions, identifying potential issues and areas for further evaluation.

Together, these methods attempted to provide a comprehensive understanding of the health challenges and strengths within the community, allowing Mono County to prioritize key health concerns and opportunities for improvement.

## **Key Informant Interviews**

The CHA Advisory Council identified 23 key informants, who were interviewed individually by virtual meeting or by telephone from May to August 2024 by HC<sup>2</sup> Strategies. Questions focused on key health needs, social factors, and community conditions that affect health as well as community assets that could be used to address these issues. Key themes, or health priorities, that emerged from these interviews are listed below.

## Most Common Themes in Key Informant Interviews



Lack of access to primary care and mental health services: A consistent concern across interviews was limited access to primary care and the increasing need for mental health services.

Recent developments include the addition of Eastern Sierra Counseling, which now offers in-person and telehealth mental health care from Mammoth to Ridgecrest. Although contracts with Medi-Cal were in question at the time this report was developed, at least one Medi-Cal patient is receiving care in Bishop.



Substance use issues and insufficient treatment resources: Informants highlighted the lack of availability of substance use treatment and a shortage of trained providers. In a region where alcohol consumption is often normalized through tourism and recreational activities, there is also a cultural stigma around diagnosing and treating substance use disorders.



A lack of access to healthy foods: Residents face challenges accessing healthy and affordable food options. Many must travel long distances for groceries, and some children are reported to be attending school hungry.

#### Other Themes:

- Limited childbirth and childcare services: There are no childbirth services in Mono County and virtually no pediatric specialty services. Additionally, childcare services are particularly scarce for low-wage earners.
- **Employment opportunities:** Many residents work multiple low-wage jobs to make ends meet, often with limited education and family support. A lack of local educational opportunities further contributes to the issue, with many individuals leaving the area for education and not returning.
- Affordable housing: The high cost of housing in Mono County makes it difficult to attract health care workers and teachers. Rising insurance costs due to fire danger further complicate the issue.
- Diabetes and obesity-related health concerns: Diabetes and obesity are growing concerns, including both adults and school-age children. These conditions contribute to other health issues such as joint replacements and cardiovascular diseases.

#### **Equity Themes:**

Disparities in access to services for low-income and justice-involved populations: Informants noted challenges for these groups in accessing necessary health care, with some relying on emergency services that are not equipped to provide long-term care.

#### **Identified Assets:**

- **Senior Center**
- Service clubs
- Libraries
- Natural environment
- The start of stronger interagency collaborations
- Strong sense of community and belonging



#### **Collaboration Opportunities**

- Interagency collaboration within county
- Schools
- Better use of community outreach workers among multiple agencies
- Community Emergency Response **Teams**
- Service clubs

## **Populations Experiencing Disparities**

Low-income and Medi-Cal-eligible residents

- Spanish-speaking residents
- Undocumented immigrants
- Seasonal workers
- Native American residents
- Seniors 60+
- Women of childbearing years and children
- Residents of rural isolated areas: Bridgeport, Walker, June Lake, Chalfant, Lee Vining, Benton
- Low-income and justice-involved populations (challenges in accessing necessary health care services, with some relying on emergency services)

**Appendix F** lists the key informants and interview questions.

# **Community Listening Sessions**

A total of 42 community members attended eight listening sessions, including 31 females and 11 males, from July 16 to 21, 2024. Two of the attendees were youths, and 40 were adults.

## **Key Themes from Community Listening Sessions**

Listed in the order of priority identified by the community



#### 1. Access to Health

- a) Region described as "medical desert"
- b) Limited access to medical, dental, specialty care, labor and delivery, and mental health services
- c) Specific concerns from Hispanic community about confidentiality of health information
- d) Specific concerns from tribal residents about lack of physician providers since the local clinic burned down



#### 2. Substance Abuse/Alcohol Use

- a) Desire for increased outreach and prevention resources
- b) Concern over the lack of a local rehabilitation center
- c) Excessive lifestyle behaviors exacerbated by area's resort- and vacationoriented nature



#### 3. Mental Health

- a) Growing need for mental health services and crisis intervention
- b) Inconsistent access to telehealth and therapy services
- c) Stressors include geographic isolation, high cost of living, and lack of resources such as housing options



## 4. Housing

- a) Need for affordable housing for purchase or rent
- b) Frustration over empty vacation homes and short-term rentals
- c) Impact on young families, seasonal workers, and new employees



#### 5. Healthy Food Access

- a) Limited and unaffordable grocery options for residents
- b) Many residents travel long distances for affordable groceries
- c) Dependence on community for essential supplies due to little transportation



## 6. Sense of Community

- a) Strong community ties and neighbor support during crises
- b) Desire for more organized local activities, especially for youth and elderly
- c) Concern about local events being tourist focused, leading to feelings of alienation in one's own community



#### 7. Environmental Concerns

- a) Fire, earthquake, and avalanche risks
- b) Concerns over air quality and water contamination (tribal lands)
- c) Issues with tourist behavior affecting local environments

**Appendix G** includes the listening session locations and full report.

# **Community Well-Being Survey**

A well-recognized tool called the Well-Being Assessment from the Institute for Health Care Improvement's 100 Million Healthier Lives Campaign was distributed countywide through publicly posted links and QR codes, a news release, the county newsletter, and paper copies at events and county locations. The short, holistic tool measures community members' perspectives on their personal health and well-being, providing insights into how a community and its populations are feeling about their lives and futures.

Two Cantril's ladder 16 questions help classify individuals as "thriving," "struggling," or "suffering:" Please imagine a ladder with steps numbered from zero at the bottom to ten at the top. The top of the ladder represents the best possible life for you, and the bottom of the ladder represents the worst possible life for you.

- 1. On which step of the ladder would you say you personally feel you stand at this time?
- 2. On which step do you think you will stand about five years from now?

National-level Gallup data is available as a comparison and has proved to be exceptionally sensitive to external events such as the COVID-19 pandemic. Other survey questions cover

<sup>&</sup>lt;sup>16</sup> https://news.gallup.com/poll/122453/understanding-gallup-uses-cantril-scale.aspx

respondents' perceptions in areas such as financial well-being, physical and mental health, health limitations, emotions, support from friends or family, and community connections.

The Mono County survey generated 291 responses in English and 50 in Spanish from May 1 through August 14, 2024. Overall, Mono County participants reported a much higher rate of "thriving" than the U.S. average (11 points higher).

Perception and demographic data collected in the survey provide some insights into thriving and suffering populations; however, the results might not accurately represent the Mono County community as a whole as responses were collected through voluntary convenience sampling and not through a systematic representative selection of participants. Populations that report higher rates of suffering may need more targeted interventions, while populations that are thriving may provide insights into transferable factors for improved well-being. 17

## **Key Well-Being Survey Themes**



#### **Thriving Mono County Populations**

**Spanish speakers** reported a 25% higher thriving rate than the county average. They also reported a 33% higher perception of their mental health, 11% higher frequency of positive emotions, and 10% better sense of purpose and direction.

Hispanic/Latino survey respondents reported a 21% higher thriving rate than the county, and 45-64-year-olds reported a 10% higher thriving rate.



## **Suffering Mono County Populations**

Hispanic/Latino respondents with additional races or ethnicities reported worse perceptions than Mono County as a whole in nearly all survey questions, ranging from 450% worse in suffering to 59% worse in financial situation, 52% worse in mental health, and 44% worse in loneliness. This group identified themselves as Hispanic/Latino and as White and/or American Indian or Alaska Native. Their negative perceptions do not appear to be related to their health as they also reported a 71% lower rate of physical limitations and 6% better physical health than the county. While this group has the lowest number of respondents in the race-ethnicity demographic, 20, the differences may warrant additional study.

25-34-year-old respondents rated themselves 40% higher in suffering than the county, 23% worse in loneliness, and 20% worse in mental health.

**Bisexual** respondents were 40% higher in suffering and 15% lower in thriving.

The table on the next page shows responses to the combined Cantril's ladder questions by population. The responses are color-coded to reflect comparisons to Mono County overall.

<sup>&</sup>lt;sup>17</sup> https://www.ihi.org/sites/default/files/2023-11/100MLives Health-and-Well-Being-Measurement-Approachand-Assessment-Guide.pdf

Dark green, 6+ percentage points better Dark yellow, 6+ percentage points worse

Light green, 1-5 percentage points better Light yellow, 1-5 percentage points worse

Category	N	% Suffering*	% Struggling*	% Thriving
Mono County	341	10%	27%	63%
United States	6,389	4%	44%	52%
English-Speaking	29	11%	29%	60%
Spanish-Speaking	50	5%	16%	79%
North County	145	6%	31%	63%
Central County	166	11%	26%	63%
South County	28	16%	18%	66%
24 & Younger	25	12%	26%	62%
25-34 Years Old	73	14%	31%	55%
35-44 Years Old	77	6%	30%	64%
45-64 Years Old	108	12%	19%	69%
65 & Older	55	11%	32%	57%
White	191	10%	28%	62%
Hispanic/Latino	79	6%	18%	76%
Hispanic/Latino with Other Races/Ethnicities	20	45%	23%	33%
American Indian/ Alaska Native	24	6%	35%	58%
Other Race/ Ethnicity	27	6%	39%	56%
Women	234	10%	24%	66%
Men	88	12%	32%	56%
Nonbinary, Transgender, No Response, Other	19	5%	37%	58%
Heterosexual	277	11%	26%	64%
Lesbian, Gay, Asexual, Queer, Pansexual, Multiple	29	9%	31%	60%
Bisexual	18	14%	31%	55%
No Response on Sexual Identity	17	6%	35%	59%

<sup>\*</sup>Lower is better for this category.

**Appendix H** provides responses on 10 additional survey questions segmented by demographics.

# **Summary of Key Findings**

Mono County quantitative and qualitative data highlights a generally healthy population and underscores challenges related to mental and behavioral health, maternal and infant health, and access to care. The data and community input reveal the following themes:



#### 1. Mental and Behavioral Health

- Mental health services are in high demand, but the number of providers remains insufficient, with only one provider per 410 residents, compared to 1 per 220 in California.
- Key informants and listening session participants shared concerns about access to mental health, and mental health was cited in three other recent community assessments.
- Newer mental health services, with more virtual care available in recent years, as well as the recent establishment of Eastern Sierra Counseling, offer some promise.
- Mono County residents experience more poor mental health days (5.2 per month) than the state average (4.7).
- Suicide rates are higher than the statewide rate, but precise calculations are difficult due to small sample sizes.
- Binge drinking is more prevalent (19.4% vs. 16.2% statewide), reflecting a culture influenced by tourism and recreational lifestyles. Key informants also shared concerns about a lack of substance use treatment resources.



#### 2. Maternal and Infant Health

- Mono County lags behind the state in early prenatal care, with 84.4% of expectant mothers receiving care in the first trimester compared to 86.3% statewide.
- Listening session participants also noted a lack of labor and delivery services, pediatric specialty services, and childcare, particularly for low-wage earners.



#### 3. Access to Health Care and Services

- Listening session participants described the county as a "medical desert," with limited access to primary care, dental care, mental health, specialty services, and childbirth facilities.
- Publicly reported data also shows fewer dentists in Mono County compared to the state.

- Anthem data reveals gaps in well-child visits and access to preventive care among its Medi-Cal members.
- Limited public transportation further restricts health care access and was cited as a pressing need in the Mammoth Hospital 2022 CHNA.



## 4. Vital Conditions for Well-Being

- Housing & Transportation: Affordable housing is scarce, with a lower number of subsidized units compared to the state. Community members and leaders expressed concerns over the lack of housing.
- **Food Access**: Nearly half (46.8%) of residents live far from grocery stores, impacting nutrition and health outcomes, and a high cost of groceries was cited in listening sessions and key informant interviews.
- **Employment & Economic Struggles**: Key informants said that some residents work multiple low-wage jobs with limited opportunities for career advancement. Hispanic/Latino respondents with additional races or ethnicities rated their financial situation 79% worse than the county overall, while those 65 and older rated their financial situation 17% better.



## 5. Health Equity

- Disparities were identified among multiracial residents in the well-being survey, with a 450% higher rate of suffering than the county.
- Key informants also cited disparities among multiple populations, including low-income and Medi-Cal-eligible residents, Latinos and Spanish-speaking residents, undocumented immigrants, seasonal workers, Native Americans, seniors, women of childbearing years, children, residents living in isolated areas, and justice-involved residents.
- Compared to the county and state, Hispanic children in Mono County experience a much higher poverty rate. Mono County's median household income also falls 21% lower than the state's.



# Prioritization, Community Input, & Selection Process



# Prioritization, Community Input, and Selection Process

## **Prioritization Process**

After a series of preparatory discussion sessions, the Mono County Advisory Council invited 68 key community partners to serve on the 2024 Mono County CHA Prioritization Committee. The partners were invited to attend one of several virtual strategy meetings or review the data on their own before completing prioritization and health disparities surveys. Partners also were welcomed to invite others from their organizations to attend and participate in the prioritization process.

HC<sup>2</sup> Strategies facilitated virtual strategy meetings with members in November and December. This work followed a three-step process:

## Data Review

Reviewed quantitative and qualitative data from more than 20 sources

## Virtual Survey

Used five questions to rank key areas in one survey

## **Priority & Population** Selection

Selected their top three priorities along with three key populations for equity focus in each of the priority areas

Committee members ranked priorities from among the following seven key themes identified through the primary and secondary data:

## **Key Themes in Alphabetical Order:**

- 1. Access to Care
- 2. Food Access
- 3. Injury
- 4. Maternal and Infant Health

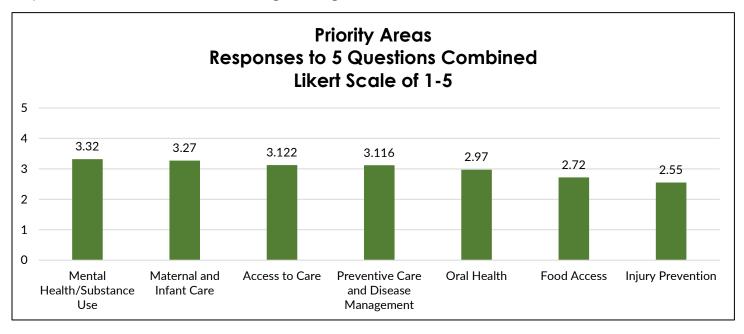
- 5. Mental Health/Substance Use
- 6. Oral Health
- 7. Preventive Care and Disease Management

Committee members answered the following five questions on a Likert scale of 1-5 to determine priority areas:

- 1. How severe is this need?
- 2. Are there energy, capacity, and resources for improving the need?

- 3. Are there investment opportunities for collaborative partners and/or practice?
- 4. Are there promising practices to address the need?
- 5. Are there opportunities to collaborate with your local Medi-Cal managed care plans (MCPs) on the need?

Twenty-seven individuals, or 40% of the number invited to the committee, completed the prioritization survey from October 29 to December 12, 2024. Combining scores for all five questions resulted in the following rankings:



# **Populations of Focus**

The Prioritization Committee also reflected on populations experiencing health inequities in Mono County. From the data, the following populations were identified:

- 1. Children living in poverty
- 6. Multiracial residents
- 2. Latino/Latinx residents
- 7. Native American residents
- 3. North Mono County residents
- 8. Seniors over 65
- 4. South Mono County residents
- 9. Seniors living with chronic disease
- 5. Low-income service workers
- 10. Women of reproductive age

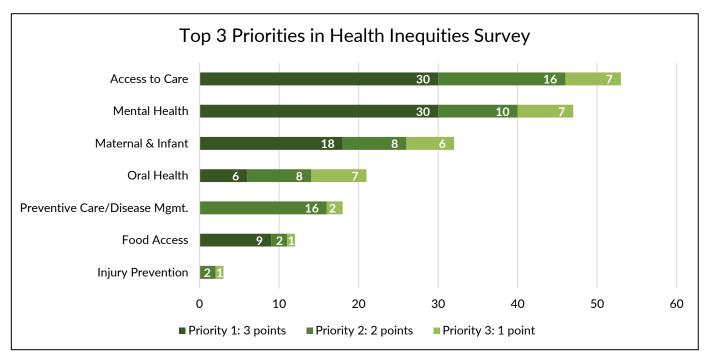
Committee members identified the populations most affected by health inequities in the priority areas, using the questions below.

Highest Priority: Which of the seven priority areas do you rank the highest in need and impact opportunity in Mono County?

**Health Inequities:** Based on the highest priority area you selected, which of the following Mono County populations would you rank the highest in health inequities?

Committee members answered similar questions about their second-highest and thirdhighest priority areas. Responses were assigned points according to their priority level, with top priorities receiving three points, second-highest receiving two, and third-highest, one.

The chart below shows how 31 stakeholders, or 46% of invitees, ranked priority areas. Access to care received a combined 53 points, followed by mental health at 47 and maternal and infant care at 32.



As they selected their three priority areas, the 31 committee members listed the top populations experiencing health inequities in those areas. These also were ranked using a points system.

	Access to Care	Mental Health/Substance Use	Maternal and Infant Health
1.	Children living in poverty	North Mono residents	Children living in poverty
2.	North Mono residents	Latino/Latinx residents	Women of reproductive age
3.	Seniors with chronic disease	Low-income service workers	Latino/Latinx residents
4.	Latino/Latinx residents	Children living in poverty	Low-income service workers
5.	Native American residents	Native American residents	North Mono residents

Three populations—children living in poverty, North Mono County residents, and Latino/Latinx residents—were identified as experiencing health inequities in all three priority areas. Low-income service workers and Native American residents were identified in two priority areas, and women of reproductive age and seniors living with chronic disease were identified in one.

**Appendix I** provides charts showing how committee members ranked populations for each priority area. **Appendix J** compares these priority areas and populations to those in other Mono County assessments.



# **Next Steps**



# **Next Steps**

The Mono County Advisory Council guided the development of the Community Health Assessment report and will present it to the Mono County Board of Supervisors.

After the CHA is presented, the Mono County Public Health Division will develop a Community Health Improvement Plan (CHIP), which is a strategic plan aimed at improving the health and well-being of a community. The CHIP process is collaborative, involving input from various community stakeholders, public health agencies, and local organizations.

# Community Asset Inventory (Who is doing what in the community)

Building a community asset inventory is an important first step in collective action. This process involves identifying and organizing the resources, programs, and strengths within a community to address the needs of individuals experiencing complex health or social challenges, such as mental health challenges or substance use disorders.

A community asset inventory entails cataloging key assets such as shelters, food banks, health care facilities, employment programs, and mental health services, as well as leveraging the expertise of local organizations, faith-based groups, government agencies, and community leaders. The goal is to create a comprehensive inventory that highlights available support systems, identifies gaps in services, and fosters collaboration among stakeholders to develop targeted, sustainable solutions for community issues. By focusing on existing strengths and resources, a community asset inventory empowers communities to maximize their collective impact and improve outcomes for vulnerable populations.

Following are images of system-of-care asset inventories for Mono County unhoused, mental health, and substance use disorder populations. These inventories were developed by the Mono County Public Health Division with input from community partners.

All Mono County asset inventories may be found and downloaded at this link.



# System of Care for Unhoused Populations

Comprehensive Services Needed in the System of Care







Navigation













Homeless Children

Mammoth USD Homeless Education Program Eastern Sierra Continuum of Care (facilitated by Inyo County Health & Human Services Count 1x per year

Wild Iris -Emergency Shelter: individuals who are

Eastern Sierra Community Community
Housing: provides
Housing Navigation
Services and is a
Coordinated Entry
System end user. Contracted by Mond and Alpine for these

Master Care Inc. for

eligible Anthem Medi-Cal clients eligible Health Net

Medi-Cal clients

St. Vincent Preventative Family
Care for eligible
Health Net Med-Cal None in Mono County

24 Hour Home Care for eligible Anthe Medi Cal clients

Transitional Housing Eastern Sierra Community Housing

Wild Iris - for DV/SA

Mono County Behavioral Health (for eligible enrolled SUD clients)

Mono County Re-Entry <u>Team</u> (for formerly incarcerated clients)

Eastern Sierra Community Housing - Innsbruck Lodge in Mammoth Lakes, (serving Alpine/Mono/Invo)

**Permanent Supportive** 

Mono County Behavioral Health - The Sawyer: 3 units with on site support in Mammoth Lakes

Mono County Behavioral Health rental subsidies for specific eligible target populations

Master Care Inc. for eligible Anthem Medi-Cal clients

St. Vincent Preventative Family Care for eligible Health Net Med-Cal clients





# System of Care for Mental Health Populations

Comprehensive Services Needed in the System of Care



Peer Support Clubhouse









(ACT)











Psych/Med Inpatient Units

None in Mono



Existing munity Resources

Mono County Moral Recognition Therapy & DV (self or

Mono County Behavioral Health Wellness Programming Mono County

Behavioral Health Wellness Programming None in Mono County

FQHC for BH None in Mono County

Mono County Behavioral Health Full Service Partnership Program (eligibility - mental illness status +

**Mobile Crisis** Mono County Behavioral Health -On Call Crisis Team

Call 911 or 988

24/7 Hotline to Report Suspected Child/Elder Abuse CPS/APS in Mono County: Call 1-800-340-5411

The California Youth Crisis Line (CYCL): 24/7 operational statewide emerger response system for youth (ages 12-24) and families in crisis. call 1-800-843-5200 Translation services are available for multiple languages

Family Urgent Response System (FURS) - In Person Mobile Response

Team serving current/former foster youth and caregiver Call/Text 1-833-939

> Wild Iris (Domestic Violence, Sexual Assault, Child Abuse) 24/7 Crisis Line: Call 1 (877) 873-7384

None in Mono

Behavioral Health Mono County Behavioral Health contracts and coordinates for eligible clients contracts with Crisis Stabilization Unit in Ridgecrest where care is available. if person has 5150 hold (any insurance)

> Psych/Med Inpatient Units Mono County Behavioral Health contracts and coordinates for eligible clients where care is available.

Alpine Center for

<u>Counseling</u>: Private Insurance - Anthem, Blue Shield, Magellan, and Aetna. Medi-Cal: Anthem & Health Net. EAP Provider for Mammoth Mountain. June Mt, LEVI Food and Bev., Stellar Brew, Town of Mammoth Lakes Employees, MLPD, & Footloose Sports

Mono County Juvenile Probation: Lee Vining & Coleville Probation Program (for enrolled clients)

for students, parents, families attending Mammoth Unified School District, Eastern Sierra Unified School District, and Mono County Community Schools

Mammoth Hospital Behavioral Health integrated in Pediatrics clinic

# System of Care for Substance Use Populations, 1 of 2

#### Comprehensive Services Needed in the System of Care

Existing nunity Resources









Peer

Supports

Crossroads Recovery

Center (Bishop) Mono County Behavioral

Health Wellness

Programming







seling Support Groups Mammoth Lakes AA

Northern Nevada Intergroup of Alcoholics Anonymous (Topaz

Sierra Sage Region NA (Mammoth, Bishop, NV &

\*Currently no Spanish

language AA/NA offered in Mono County

Alpine Center for Counseling and Recovery (Bishop)

Counseling

Crossroads Recovery Center (Bishop)

Mono County Behavioral Health (substance use block grant) Medi-Cal, Private, No Insurance

Behavioral Health

Toiyabe Indian Health

Eastern Sierra Counseling: Private Insurance Anthem, Blue Shield, Magellan, and Aetna. Medi-Cal: Anthem & HealthNet. EAP Provider for Mammoth Mountain June Mt, LEVI Food and Bev., Stellar Brew, Town of Mammoth Lakes Employees, MLPD, & Footloose Sports

Support Groups Alpine Center for

Counseling and Recovery (Bishop) (enrolled clients Crossroads Recovery Center: (Bishop) Family

Group (loved ones) Contingency Mngmnt. (meth/cocaine) Wellness Journey (lifestyle choices in active addiction) Recovery Bingo

Mono County Behavioral Health: Relapse Prevention Group, CBT, Seeking Safety, Trauma Groups (enrolled clients Mono County Behavioral Health: Moral

Group, Mono County Jail Toiyabe Indian Health "Wellbriety" Group (Bishop) and Recovery Group (Virtual)

Recognition Therapy

Addiction Specialists

Alpine Center for Counseling and Recovery (Bishop)

Crossroads Recovery
Center (Bishop)

Mono County Behavioral

Toiyabe Indian Health Northern Invo Hospital

Rural Health Clinic (Bishop)

MAT Providers and Clinics

Crossroads Recovery

Mammoth Hospital Sierra Park Clinic

Mono County Behavioral Health: subcontracts telehealth MAT

Northern Inyo Hospital Rural Health Clinic (Bishop)

Toiyabe Indian Health Project: Medication-Assisted Treatment Program (MAT) Program for Alcohol & Opioid Use Disorders (Bishop)

Alpine Center for Counseling and Recovery (Bishop)

**ED Bridge Programs** Substance Use Navigators

Mammoth Hospital & Mono County Behavioral Health (if patient signs release of information consent)

(Not formal "Bridge program but interprofessional relationships reflect SUD continuum of care with providers & ED patients)



# System of Care for Substance Use Populations, 2 of 2

#### Comprehensive Services Needed in the System of Care

Existing Community Resources

















Intensive Outpatient Hospitalization Mono County Behavioral

Health: contracts out Intensive Outpatient Treatment' - Recovery Services (telehealth) (clients assessed for level of care, specific threshold based on severity of

Toivabe Indian Health Project: 90-day Outpatient Treatment Program (Bishop)

Alpine Center for Counseling and Recovery (Bishop)

Sobering Center

None in Mono County

Inpatient Detox Withdrawal Management

Mammoth Hospital (if

Mono County Behavioral Health: Medi Cal Clients meeting ASAM threshold or court mandated, 2 residential tx centers contracted Cri-Help (Spanish) & Tarzana (perinatal & adolescent)

Northern Inyo Hospital

Residential Recovery Housing

Mono County Behavioral Health "Manzanita House" (4 beds) specific eligibility

Contingency Management

Crossroads Recovery
Center (Bishop) CM Group Toiyabe Indian Health Project: Contingency Management (CM) for Methamphetamine Use Program (Bishop)

Center (Bishop)

Mono County Behavioral Health (Walker, Bridgeport, Mammoth and delivery): Fentanyl test

Northern Inyo Hospital Rural Health Clinic (Bishop)

Naloxone Distribution **Supplies Distribution** 

> Mammoth Lakes Crossroads Recovery

Mammoth Mountain Health and Safety Office

Mono County Behavioral Health (Walker, Bridgeport, Mammoth, and delivery)

Mono County Fire Departments / Districts

Mono County Paramedics Toiyabe Indian Health

Northern Invo Hospital Rural Health Clinic (Bishop)

# A Healthy, Connected Mono County

One of Mono County's greatest strengths is its commitment to community. That devotion was heard time and again in conversations with community leaders and members as data and information were gathered for this report.

Communities thrive when everyone has the opportunity to live their healthiest life. All community members have important roles in improving health and well-being, and in building a place with truly equal opportunities for all people. Mono County community leaders and members are encouraged to review the data and priorities in this report and identify where and how they might contribute to improvement in the three identified priorities and populations of focus:

## **Priorities**

- Mental and behavioral health
- Maternal and infant health
- Access to care

## **Populations of Focus**

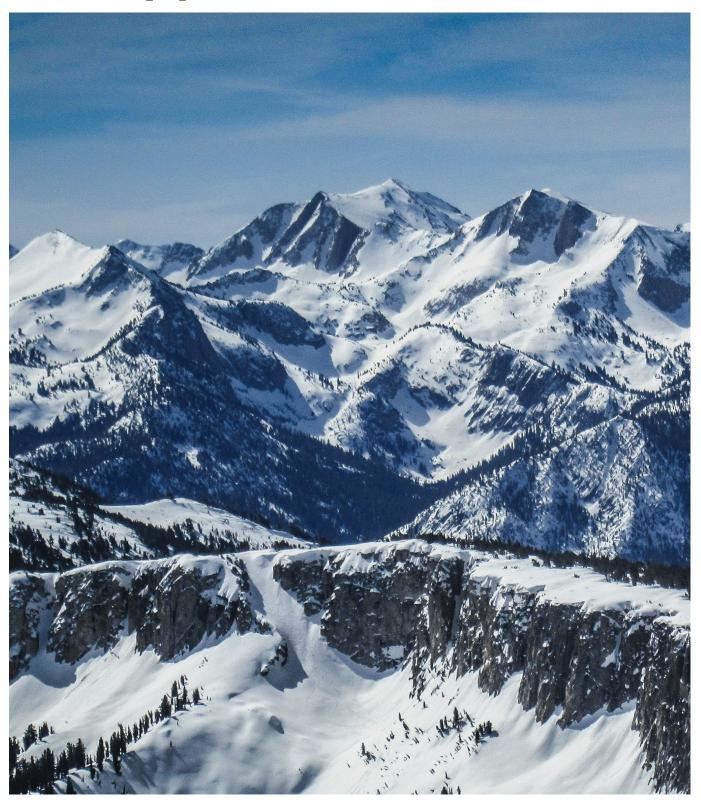
- Children living in poverty
- North Mono County residents
- Latino/LatinX

Together, community members can make Mono County healthier by seeing the opportunities and possibilities and working together for the good of their communities.





# **Appendixes**



# Appendix A: 2024 Mono County CHA Advisory Council

The 2024 Mono County Community Health Assessment Advisory Council was composed of county health leaders, managed care plan representatives, and other partners. They guided the CHA to ensure a comprehensive data collection and review process that accurately reflects the community.

## 2024 Mono County Advisory Council Members

Listed in Alphabetical Order by Organization & Last Name

Desiree Dalby Anthem Blue Cross

Denise Ornelas, MBA Anthem Blue Cross

Mayra Serrano, DrPH, MPH, CHES Anthem Blue Cross

Tiana Morgan Arbulu, MPH Health Net

Eliana Argueta, MHI Health Net

Annesha L. Land Health Net

Catherine Misquitta, Pharm.D., MBA, BCPS, BCGP, CPHQ, FCSHP Health Net

Vernell Shaw III, MSW Health Net

Rachel Barnett, MPH, MLS Mono County Health & Human Services, Public Health Division

Thomas Boo, MD Mono County Health & Human Services, Public Health Division Emily Janoff, MPH Mono County Health & Human Services, Public Health Division

Lauren Kemmeter Mono County Health & Human Services, Public Health Division

Danyell L. LeBrun, RN, BSN Mono County Health & Human Services, Public Health Division

Marjoree Neer, PHN Mono County Health & Human Services, Public Health Division

Kathryn Peterson, MPH Mono County Health & Human Services, Public Health Division

Jordyn Pinochi Mono County Health & Human Services, Public Health Division

Michelle Raust, MSW Mono County Health & Human Services, Public Health Division

# Appendix B: 2024 Mono County CHA Prioritization Committee

The 2024 Mono County Community Health Assessment Prioritization Committee included 68 key public health, health care delivery system, and community partners in the county. Committee members were intentionally selected to represent organizations that work with vulnerable populations in the region.

All committee members were invited to attend prioritization meetings with the options of inviting others in their organizations to participate and of reviewing the prioritization slides and completing the prioritization and health inequities surveys on their own. Twenty-seven community representatives, or 40%, responded to the prioritization survey; and 31, or 46%, to the health inequities survey.

## Prioritization Committee members represented the following organizations:

Listed in Alphabetical Order by Organization & Last Name

Linh Casas Joseph "Art" Torres
Anthem Bridgeport Indian Colony

Jared Martin Amanda Phillips
Anthem Community Service Solutions

Jolene Carley Nikki Lanshaw
Benton Paiute Reservation Eastern Sierra Pride

Shane Saulque Vernell Shaw III
Benton Paiute Reservation Health Net

Jeanette Colon

Kelly Barceloux

Inyo Mono Advocates for Community Action

(IMACA)

Amber Kasper
Bridgeport Indian Colony
Charlotte Lange
Kutzadika Tribe

Andrea Lawrence

Bridgeport Indian Colony

Zack Brown

Emily Mendez
Bridgeport Indian Colony

Mammoth Hospital
Laurey Carlson

Janice Mendez

Bridgeport Indian Colony Caitlin Crunk, RN, BSN
Mammoth Hospital

Debbie Painter
Bridgeport Indian Colony

## 2024 Mono County Prioritization Committee Members, Continued

Jacob Eide, PsyD

Mammoth Hospital

Lenna Monte

Mammoth Hospital

Tom Parker

Mammoth Hospital

Sophia Schuldt, MS

Mammoth Hospital

Teresa Toups

Mammoth Hospital

Briana Goico

Mammoth Lakes Chamber of Commerce

Brian Madera

Mammoth Lakes Police Department

Luis Villanueva

Mammoth Mountain

Colleen Moxley, RN

Mammoth Unified School District

Jake Ballard, RADT

Mono County Behavioral Health

Janelle Clark, PsyD

Mono County Behavioral Health

Amanda Greenberg, MPH

Mono County Behavioral Health

Stephany Mejia

Mono County Behavioral Health

Sal Montanez, CAS

Mono County Behavioral Health

Robin Roberts, MFT

Mono County Behavioral Health

Lauren Wu

Mono County Behavioral Health

Rhonda Duggan

Mono County Board of Supervisors

**Bob Gardner** 

**Mono County Board of Supervisors** 

Jennifer Kreitz

Mono County Board of Supervisors

John Peters

Mono County Board of Supervisors

Lynda Salcido

**Mono County Board of Supervisors** 

Wendy Sugimura

Mono County Community Development

Al Rosen

Mono County EMS

Wade Rowley

Mono County EMS

Molly Desbaillets

Mono County First 5

Francie Avitia

Mono County Health & Human Services

Tom Boo, MD

Mono County Health & Human Services

Krista Cooper, MPA

Mono County Health & Human Services

Nancy Cruz

Mono County Health & Human Services

## 2024 Mono County Prioritization Committee Members, Continued

Yvonne Freeman Mono County Health & Human Services

Leslie Gaunt, MSW Mono County Health & Human Services

Maria Gonzalez Mono County Health & Human Services

Wendy Guzman-Rangel Mono County Health & Human Services

Emily Janoff, MPH Mono County Health & Human Services

Danyell LeBrun, BSN, RN, PHN Mono County Health & Human Services

Cassidy Miles Mono County Health & Human Services

Margee Neer, PHN Mono County Health & Human Services

Kathy Peterson, MPH Mono County Health & Human Services

Jordyn Pinochi Mono County Health & Human Services

Michelle Raust, MSW Mono County Health & Human Services

Stephanie Riley-Stai, MS, RDN, IBCLC Mono County Health & Human Services

Cathy Young
Mono County Health & Human Services

Michelle Young

Mono County Health & Human Services

Bertha Jimenez Mono County Office of Education Tammy Bennett Nguyen Mono County Office of Education

Rachel Kallemeyn, NP Toiyabe Indian Health Project

Earl Lent III Toiyabe Indian Health Project

Rob Patterson Town of Mammoth Lakes

Dominic Hays Wild Iris Family Counseling & Crisis Center

# Appendix C: IP3 | Assess Tool Description

IP3 | Assess is a web-based data platform that allows users to combine and compare data from different sources, surface community insights, align data across organizations and sectors, and use information to guide community action.

#### **Data Frameworks**

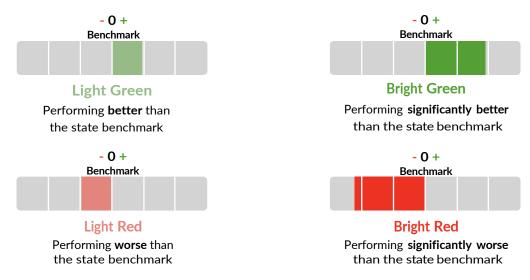
IP3 | Assess automatically applies data frameworks to help analyze and present indicators that are organized in an actionable way. Data frameworks are a series of "domains" or categories; each domain is populated by multiple data indicators from a variety of sources that are updated as new information is released.

## **Z-Score Analysis**

IP3 | Assess uses a z-score approach to score individual indicators and data across domains in frameworks. Z-scores show where the score lies on a normal distribution curve. "Fuel gauge" visualizations depict z-scores relative to the selected benchmark (such as the corresponding state or national value). In this way, users can see how a given community or geographic area performs relative to the state or nation.

The fuel gauge provides users with a clear view of how an area performs for specific indicators or domains compared to a benchmark. The gauge shows up bright red if an indicator or domain scores significantly worse than the benchmark, light red or light green if the data point is not significantly different (within one standard deviation) from the benchmark, and bright green if the data point is significantly better than the benchmark.

### The Fuel Gauge Key



# Appendix D: IP3 | Assess Priority Categories and Indicators

# Mental Health and Substance Use Disorders

Burden of Disease Framework (all indicators as of February 6, 2025)

Indicator	Mono County	State Benchmark
At Risk for Psychosis Number of people scoring at risk for psychotic-like experiences per 100,000 population (2024) Mental Health America	11 per 100,000	16.9 per 100,000
Substance Use Disorder Deaths Number of deaths due to substance use disorders (including alcohol use disorders, and opioid use and other drug use disorders) per 100,000 population) (2019) Institute for Health Metrics and Evaluation	15.3 per 100,000	17.2 per 100,000
Frequent Mental Distress Percentage of adults aged 18 years and older who report 14 or more days of poor mental health per month (2022) Places	17%	16.7%
Self-Harm and Interpersonal Violence Deaths Number of deaths due to self-harm, interpersonal violence, conflict and terrorism, and police conflict and executions per 100,000 population (2019) Institute for Health Metrics and Evaluation	20.4 per 100,000	17.0 per 100,000
Suicidal Ideation Number of people reporting frequent suicidal ideation per 100,000 population (2024) Mental Health America	39 per 100,000	35 per 100,000
Severe Depression Number of people at risk for severe depression per 100,000 population (2024) Mental Health America	40 per 100,000	32.8 per 100,000
Poor Mental Health Days Age-adjusted average number of reported mentally unhealthy days per month (2021) County Health Rankings	5.2 days	5.0 days

# Maternal and Infant Health

Burden of Disease Framework (all indicators as of February 6, 2025)

Indicator	Mono County	State Benchmark
Maternal and Neonatal Disorder Deaths Number of deaths due to maternal and neonatal disorders per 100,000 women (2019) Institute for Health Metrics and Evaluation	1.9 per 100,000	3.5 per 100,000
Teen Births Number of births per 1,000 females aged 15- 19 years (2022) County Health Rankings	18.6 per 1,000	17.4 per 1,000
Low Birthweight Percentage of live births with low birthweight (less than 2,500 grams) who report having been to a doctor for a routine checkup in the past year (2022) County Health Rankings	8.4%	8.3%

## **Access to Care**

<u>Vital Conditions Framework</u> (all indicators as of February 6, 2025)

Indicator	Mono County	State Benchmark
Mental Health Providers  Number of mental health care providers per 100,000 population (2023) County Health  Rankings	246.6 per 100,000	449.7 per 100,000
Medical Professionals  Number of health diagnosing and treating practitioners per 1,000 population (2022)  American Community Survey	18.6 per 1,000	17.4 per 1,000
Insured Adults Number of health diagnosing and treating practitioners per 1,000 population (2022)  American Community Survey	79.9%	90.0%
Recent Primary Care Visit Percentage of adults aged 18 years and older who report having been to a doctor for a routine checkup in the past year (2022) Places	69.2%	70.5%
Dentists Number of dentists per 100,000 population (2022) County Health Rankings	46.2 per 100,000	92.9 per 100,000

# Appendix E: Managed Care Plan (MCP) Data

## Healthcare Effectiveness Data & Information Set (HEDIS)

HEDIS was developed by the National Committee for Quality Assurance (NCQA), a nonprofit organization, to measure and improve health care quality.

- 1. Standardization: HEDIS provides standardized measures that allow comparisons across health plans, regions, and time. This helps identify variations in care quality and areas for improvement.
- 2. Quality Improvement: By measuring performance against established benchmarks, HEDIS helps health care organizations identify areas where they excel and areas needing improvement. This leads to targeted quality improvement efforts.
- 3. Consumer Information: HEDIS results are often used in consumer guides and reports. This empowers consumers to make informed decisions about their health care providers and plans based on objective quality measures.
- 4. Regulatory Compliance: Many health plans and providers are required to report HEDIS data to regulatory bodies, such as the California Department of Health Care Services, on a yearly basis. Compliance with HEDIS measures can affect reimbursement and member assignment.

# **HEDIS Health Care Quality Measures**

HEDIS covers a wide range of health issues including:

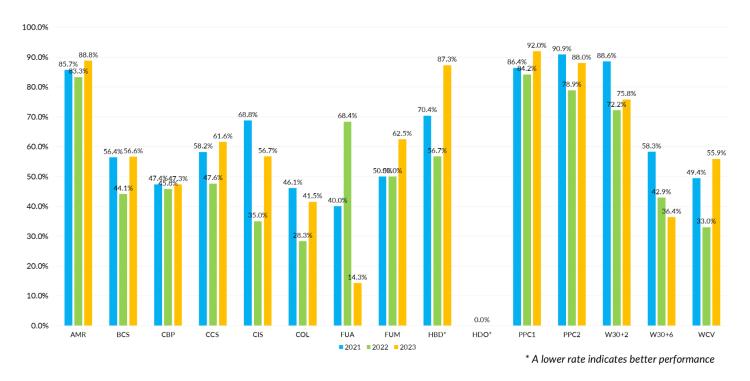
- 1. Preventive Care: Metrics such as immunization and cancer screenings
- 2. Chronic Disease Management: Measures for conditions such as diabetes and hypertension
- 3. Behavioral Health: Metrics for managing conditions such as depression and substance use disorder

Managed care plans continuously monitor and improve the quality of care they provide using HEDIS data.

# HEDIS Measures for Member Year (MY) 2021 to MY 2023

HEDIS Measure Acronym	HEDIS Measures	Measure Definitions
AMR	Asthma Medication Ratio	
AIVIK	Astrima Medication Ratio	Percentage of asthma patients with a medication ratio ≥ 0.50
BCS-E	Breast Cancer Screening	Percentage of women aged 50-74 who had a mammogram
СВР	Controlled Blood Pressure	Percentage of adults with hypertension whose BP is <140/90 mm Hg
CCS	Cervical Cancer Screening	Percentage of women aged 21-64 who had appropriate cervical cancer screening
CIS (Combo 10)	Childhood Immunization Status	Percentage of 2-year-olds who received recommended vaccines. Combination 10 includes DTaP, IPV, MMR, HiB, HepB, VZV, PCV, HepA, RV and influenza vaccinations.
COL	Colorectal Cancer Screening	Percentage of adults aged 50-75 who had colorectal cancer screening
FUM	Follow-up after ED Visit for Mental Illness (30 Days after Discharge)	Percentage of patients with mental illness seen within 30 days after ED visit
HBD	Hemoglobin A1c Control for Patients with Diabetes (Type 1 or Type 2)	Percentage of diabetics aged 18-75 with controlled HbA1c (<8.0%)
HDO	Use of Opioids at High Dosage	Percentage of adults with opioid dosage ≥90 MME/day for ≥15 days
PPC	Prenatal and Postpartum Visits	Percentage of women with prenatal visit in 1st trimester and postpartum visit within 7-84 days
W30	Well-Care Visits (First 30 Months)	Percentage of children with well-care visits by 15 and 30 months
WCV	Child and Adolescent Well- Care Visits	Percentage of members aged 3-21 with at least one well-care visit

# **Anthem Mono County HEDIS Measures**



The chart above shows year-over-year trends on various HEDIS measures for 2021, 2022. and 2023. Below are notable data highlights.

#### **HEDIS Rates Overview:**

- Use of Opioids at High Dosage (HDO): The data shows that the HDO rate is 0% for Mono County, meaning no Anthem Medi-Cal patients were reported to have highdosage opioid use in that region. This could indicate strong opioid management practices or other factors specific to this county, making it a standout positive example.
- **Immunizations (CIS Combo 10):** Immunization rates among children enrolled in Anthem Blue Cross managed Medi-Cal fell sharply from 2021 to 2022 but improved in 2023. This improvement, if continued, is encouraging, but many children remain less than fully immunized. Close attention to immunization rates and patterns is warranted.
- Cancer Screenings: Like childhood immunization rates, screening rates for breast, cervical, and colorectal cancers among Anthem managed Medi-Cal members decreased from 2021 to 2022, then increased in 2023. Rates for breast and colorectal cancer screening remain below 2021 levels, and many people are not receiving recommended cancer screenings. The recent improvements are encouraging but it remains to be seen whether it is the beginning of a sustained trend.

Asthma Medication Ratio (AMR): This ratio has remained stable over the years, indicating that Mono County Anthem Medi-Cal members with asthma are generally managing their condition well through proper medication adherence.

## **Focus Areas for Improvement:**

- Diabetes Management (HBD Hemoglobin A1c Poor Control): The data shows that in 2023, approximately 90% of Mono County Anthem Medi-Cal members with diabetes had poor control over their hemoglobin A1c levels. This marks a notable increase from previous years, highlighting a critical area for improvement in diabetes management. It suggests a growing challenge in controlling blood sugar levels in diabetic patients, necessitating focused interventions and better care strategies.
- Well-Child Visits (W30+6): The data shows a decline in well-child visits over the period for Anthem Medi-Cal members in Mono County, signaling an area of concern. W30+6 measures the percentage of children who had at least six well-child visits within their first 15 months of life and the percentage of children who had at least two well-child visits between their 15th and 30th months of life. These visits are important for early childhood health and development, and declining rates suggest the need for renewed efforts to improve access to and awareness of pediatric care.

# **Appendix F: Key Informant Interviews**

# Key Informants Interviewed by HC<sup>2</sup> Strategies

#	Name	Title	Organization
1	Janice Mendez	Leader and Elder	Bridgeport Indian Colony/Toiyabe Indian Health Board of Directors
2	Amanda Philips	Executive Director	Community Service Solutions
3	Wendy Guzman-Rangel	Integrated Case Lead Worker	Department of Social Services
4	Molly DesBaillets	Executive Director	First 5 Mono
5	Ashley Ayala Borunda	MHS Valedictorian	Mammoth High School
6	Tom Parker	CEO	Mammoth Hospital
7	Jacob Eide	Behavioral Health Staff	Mammoth Hospital
8	Caitlin Crunk	Chief Nursing Officer	Mammoth Hospital
9	Stacey Adler	Superintendent	MCOE
10	Jenny Weaver	Health & Safety	MMSA
11	Elysia Fischbah	Local Representative	Mono City
12	Krista Cooper	Adult Services Manager	Mono County
13	Robin Roberts & Lauren Plum	Program Manager	Mono County Behavioral Health
14	Bryan Bullock	EMS Chief	Mono County EMS
15	Cassidy Miles	Supervisor	Mono County Senior Center
16	Michele Young	Senior Services Provider	Mono Social Services
17	Nancy Cruz	WIC Assistant	Mono WIC
18	Molly Rearick Day	President	Mountain Queers
19	Kristin Reese	Board Member	Mountain Queers
20	Colleen Moxley	School Nurse	MUSD/ESUSD
21	Brianna Brown	Teacher	Bridgeport Elementary School
22	Rob Patterson	Town Manager	Town of Mammoth Lakes
23	Vanessa Dominic Hays	Executive Director	Wild Iris

# **Key Informant Interview Questions**

- 1. Please describe your role within the organization.
- 2. Please provide a brief description of your organization.
- 3. What geographic area do you primarily serve?
- 4. What is your vision of a healthy community?
- 5. How healthy do you feel your community is currently?
- 6. In your opinion, what are the most important health needs that have the greatest impact on overall health in the community?
  - a. In your opinion, are there any specific populations that are disproportionately affected by the health problems just mentioned?
  - b. Do you feel the health needs in your part of Mono County are different from other parts of the county? How and why?
- 7. In 2019, the following were identified as priority heath issues:

- i. Substance abuse prevention and treatment
- ii. Behavioral health access, prevention, and treatment
- iii. Clinical care access and preventative care
- iv. Dental care access and preventative care
- a. How would you describe the impact of these health needs on the health of your community?
- b. Are there other priorities in the community you serve that have not been discussed?
- 8. Are you aware of social factors that have an influence on the issues we've discussed for your community? If so, what social factors have the biggest influence on these issues? (If the respondent seems unsure of what social factors are, examples include: finances, education, environment, transportation, unemployment, and homelessness.)
  - a. What health behaviors do you think have the biggest influence on the issues we just discussed in your community?
- 9. What are the challenges your community faces in addressing health needs?
- 10. What existing community assets and resources could be used to better address these health issues and inequities?
- 11.Looking across all sectors, who are some current or potential partners or initiatives that Mono County Health Department have yet to engage or should engage more of?
  - a. Do you see opportunities for collaborations that could help address the health challenges discussed?
- 12. Is there anything you would like to add that we haven't discussed?

# **Appendix G: Listening Sessions**

# **Listening Sessions Scheduled**

#	Region	Event Location	Language
1	Lee Vining	Mono Lake Committee	English
2	Lee Vining	Mono Lake Committee	Spanish
3	Mammoth Lakes	Mammoth Lakes Library	English
4	Mammoth Lakes	Mammoth Lakes Library	Spanish
5	Bridgeport	Bridgeport Indian Colony	English
6	Bridgeport	Memorial Hall	English
7	Bridgeport	Memorial Hall	Spanish
8	Walker/Coleville	Walker Senior Center	English
9	Walker/Coleville	Walker Community Center	English
10	Walker/Coleville	Walker Community Center	Spanish
11	Benton	Benton Tribe Reservation – Roundhouse	English
12	Mammoth	Mammoth Mountain Ski Area	English

# **Listening Session Report**

As part of the 2024 Community Health Needs Assessment for Mono County, the Public Health Division and HC<sup>2</sup> Strategies scheduled 12 community listening sessions across various regions of the county. These sessions aimed to provide an inclusive platform for diverse community voices to discuss the health of their communities. The sessions were conducted in Bridgeport, Walker, Lee Vining, Mammoth Lakes, and Benton, with four of the 12 sessions specifically tailored to Spanish-speaking residents.

A concerted effort was made to engage community members who traditionally may not participate in county discussions. These groups included seasonal workers, non-English speakers, and indigenous populations.

## **Executive Summary**

The listening sessions were integral to a broader community health assessment, visioning, and planning process for Mono County. These sessions offered valuable insights into the perspectives and sentiments of county residents regarding their communities. Participants received a brief orientation outlining the purpose of the sessions and the confidentiality of their contributions. They were informed that the information gathered would play a crucial role in the county's future planning to improve community health. Meals were provided to all participants at each session, along with an opportunity drawing for two \$50 Amazon gift cards as incentives for attending.

#### **Session Facilitation**

From July 16-21, 2024, HC<sup>2</sup> Strategies facilitated the listening sessions using a set of questions and a script. To accommodate bilingual communication, the script was translated into Spanish, and a Spanish-speaking facilitator was present at each session to assist community members as needed.

#### Site Selection and Focused Outreach

Mono County Public Health carefully selected meeting sites to ensure that even the most remote communities were included. Sessions were scheduled in various locations, including a library, community centers, senior center, a nonprofit arts center, and Mammoth Mountain Ski Area. Additionally, two sessions were specifically organized to enhance access to the county's indigenous population, with sessions held at the Indian Colony in Bridgeport and the Benton Paiute Reservation in Benton.

### **Demographics**

A total of 42 participants attended the listening sessions:

- 31 female, 11 male
- 40 adults, 2 youth

#### **Themes**

Access to Health Services: Residents described the region as a "medical desert" with limited access to essential medical services, including dental, ophthalmology, specialty care, and particularly labor and delivery services. Local health care options are inadequate due to:

- Clinics not accepting new patients
- Lack of insurance coverage
- Limited hours of operation

Seniors who no longer drive face difficulties in accessing medications, and there is a noted need for a local pharmacy. Many residents must travel out of the county, including into Nevada, to receive care; and transportation options are often unreliable, leading to missed medical appointments. Hispanic residents voiced concerns about the confidentiality of their health information, fearing it may be shared within the community. Tribal residents mentioned that they have been without a physician since their local clinic burned down two years ago, with only limited access to a nurse practitioner a few days a week at a different

clinic. Substance and alcohol abuse were identified as prevalent issues within the region, exacerbated by the area's resort- and vacation-oriented nature. There is significant concern about a lack of resources, such as the absence of a rehabilitation center.

Mental Health: There is an increased need for mental health services, particularly in light of the stressors faced by the community. The absence of a behavioral health crisis center and the inconsistency of telehealth services, especially with therapy providers, are significant challenges. The geographical distance between communities, limited resources, and high cost of living are additional stressors that impact overall community well-being. Residents must travel out of the county for mental health care, highlighting the need for more extensive outreach and prevention efforts within the county.

**Housing:** The need for affordable housing—both to purchase and rent—was a major concern. The current lack of housing options prevents young families, seasonal workers, and newly recruited employees from settling in the region. Many properties remain vacant throughout the year, serving as vacation homes, second homes, or short-term rentals. This situation creates tension as prospective renters see these empty properties while they are forced to live farther from their employment. As a result, seasonal workers often double up in apartments or resort to sleeping in their vehicles.

**Healthy Food:** Grocery options in the region are limited and often unaffordable for many residents. The primary supermarket, which caters to the resort area, is beyond the financial reach of most local residents, and a second market does not consistently stock the necessary items or brands preferred by the community. As a result, many residents drive an hour or more to buy groceries at more affordable prices, relying on each other to bring supplies to those with limited transportation.

Sense of Community: Participants across all groups emphasized a strong sense of community throughout the region. They highlighted the ways in which neighbors support one another, particularly during times of crisis. Natural disasters such as fires and avalanches have at times isolated parts of the community for extended periods, but the community's resilience is evident in the collaboration and sharing of resources. Long-term residents, including indigenous populations, expressed a deep connection to the region, despite the challenges of living there. They take pride in the small-town feel and the region's natural beauty, which offers many opportunities for outdoor recreation such as walking, hiking, camping, and water sports. However, residents expressed a desire for more organized activities for youth and the elderly, especially those that are family-friendly and health-focused. There is a sentiment that most events in town are geared toward tourists, leading locals to feel alienated in their own community.

Well-Being: The challenges of living in isolated communities, particularly during the winter months, have led residents to desire stronger community connections and increased engagement. At the same time, there is an acknowledgment that some individuals prefer seclusion. Native populations reported feelings of separation from those living in town,

exacerbated by issues such as undrinkable water. They also highlighted the lack of day-care or childcare services, which negatively impacts employment opportunities. The tribe is currently exploring childcare programs in collaboration with the Probation Department and is seeking potential sites and grants to support these efforts. Previous fires knocked out power to the area, leading to ongoing power outages, which have been particularly challenging for the elderly during inclement weather. The tribe has since secured generators for each home to address this need.

**Environmental Concerns:** Participants expressed concerns about environmental risks such as fires, earthquakes, avalanches, and poor air quality, as well as water quality issues, particularly on tribal lands where high levels of arsenic have been detected. Residents also discussed the irresponsible behavior of tourists, who often leave trash and damage the environment, further straining local resources.

## **Appendix H: Well-Being Survey Responses**

The Mono County Well-Being Survey generated 341 responses from May 1, 2024, through August 14, 2024. In addition to the thriving, struggling, and suffering results provided in the main body of this report, below are additional survey questions focused on well-being factors followed by average responses by demographic category compared to Mono County overall, on a scale of 0 to 10.

### **Perception of Financial Situation**

Now imagine the top of the ladder represents the best possible financial situation for you, and the bottom of the ladder represents the worst possible financial situation for you. Please indicate where on the ladder you stand right now. Best Possible to Worst Possible

### **Perception of Physical Health**

In general, how would you rate your physical health? Excellent to Poor

### **Perception of Mental Health**

How would you rate your overall mental health? Excellent to Poor

### **Perception of Health Limitations**

For at least the past 6 months, to what extent have you been limited because of a health problem in activities people usually do? Severely Limited to Not Limited at All.

### Sense of Direction and Purpose

I have a sense of direction and purpose in life. Strongly Agree to Strongly Disagree

### **Feelings of Loneliness**

How often do you feel lonely? Always to Never.

### Sense of Belonging

How would you describe your sense of belonging to your local community? Very Strong to Very Weak

### Someone to Help Me

If you were in trouble, do you have relatives or friends you can count on to help you whenever you need them, or not? Always to Never

#### **Positive Emotions**

During the past two weeks, how often have you experienced positive emotions such as joy, affection, or hope? Always to Never

### **Negative Emotions**

During the past two weeks, how often have you experienced negative emotions such as sadness, worry, or despair? Always to Never.

The table below shows comparisons to Mono County overall.

Dark green, 6+ percentage points better Light green, 1-5 percentage points better Light yellow, 1-5 percentage points worse Dark yellow, 6+ percentage points worse

Category (N)	Financial	Physical	Mental	Limitations*	Direction
Mono County (341)	5.9	7.1	6.7	3.6	7.3
English-Speaking (291)	5.9	7.0	6.6	3.3	7.2
Spanish-Speaking (50)	5.7	7.4	7.6	5.1	8.0
North County (145)	5.8	6.8	6.8	3.8	7.4
Central County (166)	5.9	7.3	6.6	3.4	7.2
South County (28)	5.9	7.0	7.0	3.4	7.3
24 & Younger (25)	5.0	7.9	6.9	1.9	7.2
25-34 Years Old (73)	4.9	7.2	5.6	3.6	6.5
35-44 Years Old (77)	5.8	6.6	6.6	3.9	7.4
45-64 Years Old (108)	6.3	7.1	7.1	3.2	7.5
65 & Older (55)	6.9	7.0	7.6	4.5	7.9
White (191)	6.1	7.0	6.9	3.2	7.4
Hispanic/Latino (79)	6.0	7.6	7.4	4.6	7.9
Hispanic/Latino with Other Races/Ethnicities (20)	3.7	7.5	4.4	2.1	4.8
American Indian/ Alaska Native (24)	5.5	6.4	6.5	3.7	7.4
Other Races/Ethnicities (27)	6.1	6.4	5.9	3.9	7.0
Women (234)	6.0	7.0	6.9	3.7	7.4
Men (88)	5.9	7.5	6.6	3.2	7.1
Other Genders (19)	5.1	6.9	5.8	4.3	6.8
Heterosexual (277)	5.9	7.0	6.7	3.5	7.3
Lesbian, Gay, Queer, Other (29)	6.1	7.3	7.1	3.4	7.7
Bisexual (18)	5.2	7.0	6.1	3.6	7.1
No Response to Sexual Identity Question (17)	5.5	7.9	7.4	4.3	7.5

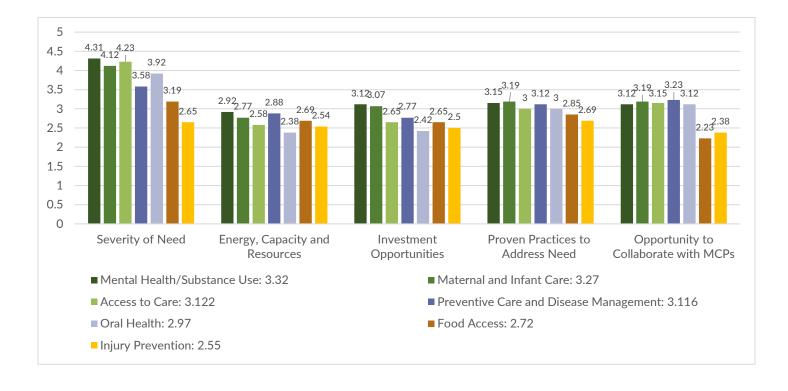
<sup>\*</sup>Lower is better on this question.

Category (N)	Loneliness*	Belonging	Someone to Help Me	Positive Emotions	Negative Emotions*
Mono County (341)	4.3	5.7	7.6	7.3	5.1
English-Speaking (291)	4.2	5.6	7.7	7.2	5.3
Spanish-Speaking (50)	5.0	6.5	7.3	8.1	4.4
North County (145)	4.1	6.0	7.5	7.3	5.2
Central County (166)	4.5	5.5	7.7	7.3	5.3
South County (28)	4.3	5.4	7.6	7.7	4.4
24 & Younger (25)	5.1	6.3	7.6	7.8	5.4
25-34 Years Old (73)	5.3	5.2	6.9	6.7	5.8
35-44 Years Old (77)	4.5	5.4	7.7	7.2	5.4
45-64 Years Old (108)	3.6	5.9	8.0	7.4	4.5
65 & Older (55)	3.7	6.3	7.6	7.9	5.1
White (191)	4.1	5.7	7.7	7.3	5.1
Hispanic/Latino (79)	4.6	6.3	7.8	8.1	4.7
Hispanic/Latino with Other Races/Ethnicities (20)	6.2	3.9	5.9	5.5	6.6
American Indian/ Alaska Native (24)	3.5	5.3	7.2	7.3	5.0
Other Races/Ethnicities (27)	4.7	5.6	7.6	6.9	6.0
Women (234)	4.2	5.8	7.7	7.5	5.0
Men (88)	4.5	5.7	7.4	6.8	5.3
Other Genders (19)	5.4	5.4	7.6	7.1	5.8
Heterosexual (277)	4.3	5.7	7.6	7.3	5.1
Lesbian, Gay, Queer, Other (29)	4.6	6.3	8.0	7.8	5.4
Bisexual (18)	4.8	5.4	7.5	6.7	5.4
No Response to Sexual Identity Question (17)	3.2	6.1	7.9	7.9	5.2

 $<sup>^*</sup>$ Lower is better on this question.

## **Appendix I: Stakeholder Committee Ranking of Priorities**

After prioritization sessions from October through December, the 2024 Mono County CHA Prioritization Committee members ranked burden of disease areas and vital conditions, using five questions as ranking guides. The responses were used to identify priorities for the Mono County CHA. The bars below show how each priority area ranked in each question. The priority areas' ranking of all questions combined is also provided in the legend.

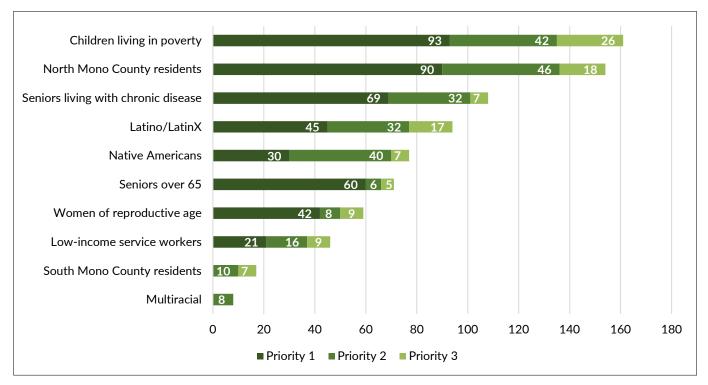


# **Appendix J: Priority Areas and Most Affected Populations**

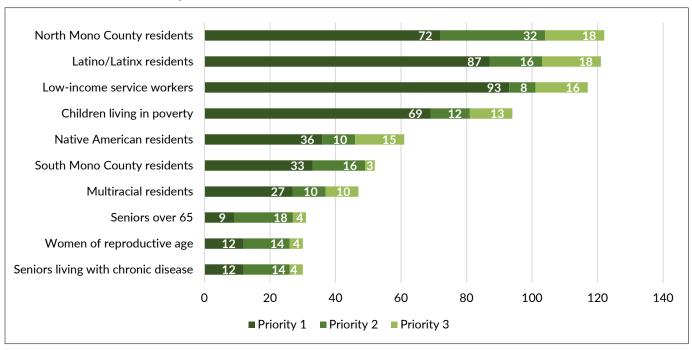
The survey exploring populations most affected by health inequities in the priority areas drew 31 responses from October 29, 2024, through December 12, 2024. Points were allocated based on populations' priority levels and rankings. In the charts below, populations that were not identified as most affected by any respondents in a priority area are not displayed.

Priority 1:	Priority 2:	Priority 3:
Rank 1 = 15 points	Rank 1 = 10 points	Rank 1 = 5 points
Rank 2 = 12 points	Rank 2 = 8 points	Rank 2 = 4 points
Rank 3 = 9 points	Rank 3 = 6 points	Rank 3 = 3 points
Rank 4 = 6 points	Rank 4 = 4 points	Rank 4 = 2 points
Rank 5 = 3 points	Rank $5 = 2$ points	Rank 5 = 1 point

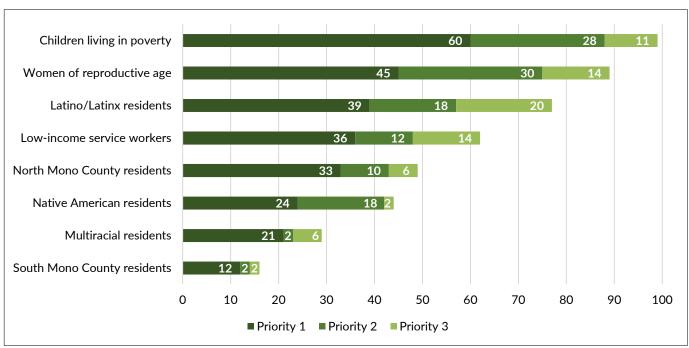
### **Access to Care**



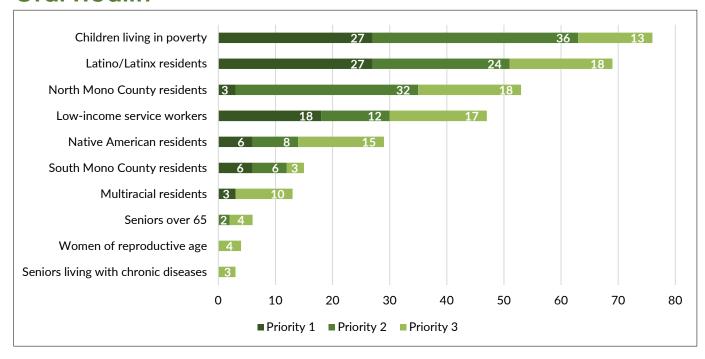
# Mental Health/Substance Use



# Maternal/Infant Health

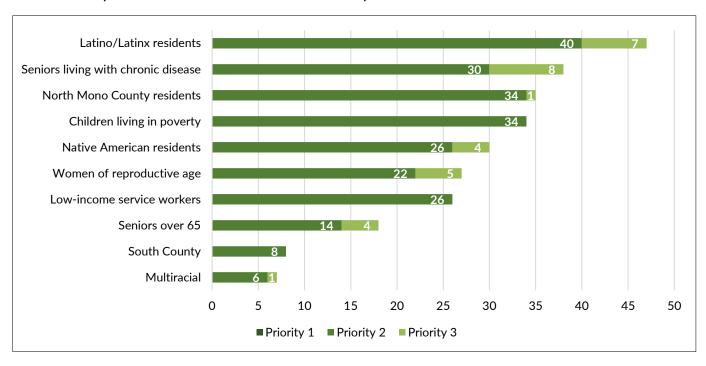


# **Oral Health**

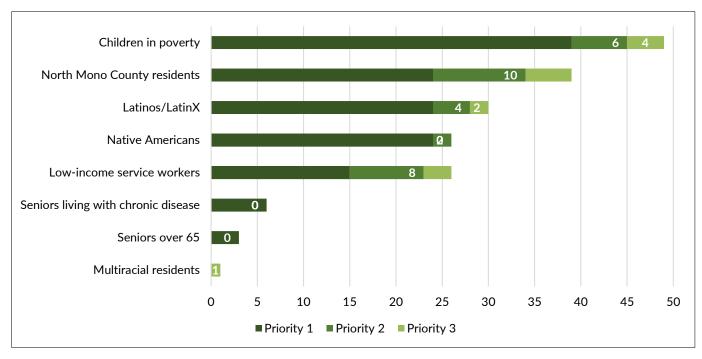


# **Preventive Care and Disease Management**

Note: No respondents selected this area as Priority 1.

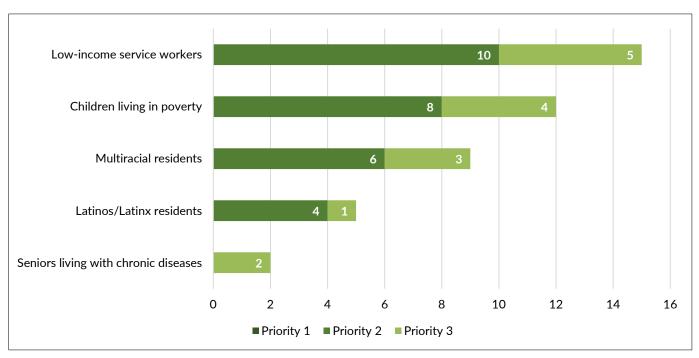


## **Food Access**



# **Injury Prevention**

Note: No respondents selected this area as Priority 1.



# **Appendix K: Comparisons with Other Mono Assessment Priorities and Populations**

The Mono County Public Health CHA priority areas and populations are well-aligned with those of other Mono assessments in recent years. This congruence will support collaborative strategies and efforts across community partners.

### **Priority Areas**

Public Health CHA	<u>Mammoth</u> Hospital CHNA	Behavioral Health Annual Report	Maternal Child & Adolescent Health Survey		
Aligned Priority Areas					
Mental health and substance use	Behavioral health	Access and availability of mental health services  Availability of substance use disorder treatment	Mental health services		
Maternal and infant health	Accessible labor and delivery services		Resources for childcare and parenting  Access to reproductive health		
Access to care	Retention/ Recruitment of health care staff Clinical care access Access to specialty care		Access to care		
Additional Priority Areas					
	Transportation	Crisis intervention and support to residents	Adolescent sexual and reproductive health services Adolescent social media safety guidance		

# **Populations of Focus**

Public Health CHA	<u>Mammoth</u> Hospital CHNA	Behavioral Health Annual Report	Maternal Child & Adolescent Health Survey		
Aligned Populations					
Children living in poverty	Low-income groups		Children and youth with special health care needs Adolescents		
Low-income service workers	Low-income groups				
Women of reproductive age	Women		Women of childbearing age		
North Mono County residents	Rural residents				
Additional Populations					
Latino/Latinx residents Native American residents Seniors living with chronic disease		Individuals with mental health conditions, those with substance use disorders, and participants in mandated programs such as DUI or drug diversion			

## **Appendix L: Consultant Qualifications**

### HC<sup>2</sup> Strategies, Inc.

STRATEGIES HC2 Strategies is a team of influential health system and public health trailblazers. They are experts and thought leaders who are devoted to helping hospitals, health systems, community-based organizations, and communities nurture holistic strategies that support community well-being and population health. Recent projects include facilitating nine collaboratives that support the implementation of Medi-Cal transformation initiatives in 24 California counties and Indian Health communities statewide.

HC<sup>2</sup> stands for Healthy Connected Communities. HC<sup>2</sup> Strategies' goal is to integrate the clinical and social aspects of community health to ensure health equity and optimize community vitality. The company's services include strategy, innovation, community engagement, leadership development, and executive coaching.

### Institute for People, Place, and Possibility (IP3)



The mission of <u>IP3</u> is to build capacity for communities to make real, lasting change. IP3 provides knowledge and know-how surrounding data and technology, rooted in a deep passion for community partnerships. The institute has a long history of working with large and

small organizations to provide data and reporting tools to assess community needs, prioritize investment areas and efforts, share stories for inspiration, and develop implementation plans for community improvement.

Over a decade ago, IP3 was privileged to take part in the many national community improvement efforts sparked by the CDC, the Robert Wood Johnson Foundation, Kaiser Permanente, the W.K. Kellogg Foundation, Y-USA, United Way, and others. The organization became leaders in the Healthy Communities movement through developing and making publicly available an online, public-good website bringing community data and stories of success to inspire and drive community change: CommunityCommons.org.

IP3 | Assess, which was used in this CHA, is a web-based platform that allows the user to easily combine and compare data from multiple sources, surface community insights, align data across organizations and sectors, and move straight into concerted community action. The platform can also create reports that meld secondary quantitative data with primary qualitative data.

## **Appendix M: Glossary of Terms**

Benchmark: A benchmark is a measurement that serves as a standard by which other measurements and/or statistics may be measured or judged. Leaders can use a benchmark to determine whether the community is performing well in comparison to the standard for specific health outcomes. In the Mono County CHA, benchmarks most often are statewide measures.

Burden of disease: This data set focuses on hospital inpatient and emergency department utilization, top causes of death, morbidities (health conditions), and communicable and chronic disease burdens.

Community Health Assessment (CHA): A CHA uses systematic processes to evaluate a community's assets and identify priorities for action.

**Community resources:** Community resources include organizations, people, partnerships, facilities, funding, policies, regulations, and a community's collective experience. Any positive aspect of the community is an asset that can be leveraged to develop effective solutions.

Federal Poverty Level (FPL): The Federal Poverty Level (FPL) is the set minimum amount of gross income that a family needs for food, clothing, transportation, shelter, and other necessities. In the United States, this level is determined by the U.S. Department of Health and Human Services and is used to determine financial eligibility for certain federal programs. To view 2024 poverty levels, go to https://www.healthcare.gov/glossary/federal-povertylevel-fpl/.

**Food insecurity:** Food insecurity is a lack of consistent access to food resulting in reduced quality, variety, or desirability of diet; or multiple indications of disrupted eating patterns and reduced food intake.

**Health indicator:** A health indicator is a single measure that is reported on regularly and that provides relevant and actionable information about population health and/or health system performance and characteristics. An indicator can provide comparable information as well as track progress and performance over time.

HEDIS - Healthcare Effectiveness Data and Information Set: This includes more than 90 quality measures across six domains of care: effectiveness, access/availability, experience, utilization, health plan descriptive information, and measures reported with electronic clinical data systems.

**Humane housing:** Humane housing is about stable, safe places to live, and living in diverse, vibrant communities that lead to full, productive lives. Housing that is not considered humane has one or more of the following characteristics:

- Is dilapidated
- Does not have operable indoor plumbing
- Does not have a usable flush toilet inside the unit for the exclusive use of a family
- Does not have a usable bathtub or shower inside the unit for the exclusive use of a family
- Does not have electricity, or has inadequate or unsafe electrical service
- Does not have a safe or adequate source of heat
- Should, but does not, have a kitchen
- Has been declared unfit for habitation by an agency or unit of government

**Inequity:** Inequity is deep-seated health, racial and socioeconomic injustice or unfairness. It may also be called disparities.

**IP3** | Assess: IP3 | Assess is a web-based data solution to community assessment and action with a robust list of indicators, interactive maps and simple, shareable reporting. Two of its frameworks are used in this report: Burden of Disease and Vital Conditions for Well-Being.

**Key informant interviews:** Key informant interviews are one-on-one interviews with selected community members and leaders with questions related to the components of a healthy community as well as issues in the community. For this CHA, the questions also included the issues of housing, access to care, mental health, and substance use.

Low birth weight: Expressed as a rate per 1,000 births, this refers to infants born with a weight between 1,500 and 2,500 grams or between 3.3 and 5.5 pounds. Very low birth weight infants are born with a weight less than 1,500 grams.

Medi-Cal Managed Care Plan (MCP): In this report, Anthem Blue Cross and Health Net are managed care plans that have contracted with the California Department of Health Care Services to deliver Medi-Cal benefits to enrollees in exchange for a monthly premium. As part of the contract, the MCPs are required to meet state requirements for care services and quality. One of those requirements is to engage in local health department CHNA/CHIP processes as part of their Population Needs Assessment mandate.

**Morbidities:** Morbidities are defined as a disease or a symptom of disease, or the amount of disease within a population. Morbidities may also refer to medical problems caused by treatments.

**Mortality:** Mortality refers to the state of being subject to death or death itself, especially on a large scale.

**Prenatal care:** Adequacy of prenatal care calculations is based on the Adequacy of Prenatal Care Utilization (APNCU) Index, which measures the utilization of prenatal care in two dimensions and four categories. The first dimension measures the timing of initiating prenatal care. The second dimension is the adequacy of received services. The two dimensions are grouped into four categories:

- Adequate-Plus: Prenatal care begun by the fourth month of pregnancy and 110% or more of recommended visits received
- Adequate: Prenatal care begun by the fourth month of pregnancy and 80%–109% of recommended visits received
- **Intermediate:** Prenatal care begun by the fourth month of pregnancy and 50%–79% of recommended visits received
- Inadequate: Prenatal care begun after the fourth month of pregnancy or less than 50% of recommended visits received

**Public health:** Public health comprises federal, state, and local government entities that are focused on disease prevention and health promotion.

**Teen birth rate:** Teen birth rate is expressed as a rate per 1,000 births. This refers to the quantity of live births by teenagers who are between the ages of 15 and 19.

**Thriving natural world:** A thriving natural world is defined as clean air, water, and land as well as a well-functioning ecosystem.

**Vital conditions:** Vital conditions are community conditions that we encounter throughout our lives. They strongly shape the way each person experiences the world. The IP3 | Assess Vital Conditions for Well-Being framework brings together major determinants of health, exposing how multi-faceted parts of a system produce population well-being.

- Belonging & civic muscle
- Reliable transportation
- Lifelong learning
- Thriving natural world

- Meaningful work & wealth
- Humane housing
- Basic needs for health & safety

