

FEBRUARY 28, 2017



2016 PUBLIC SAFETY OVERVIEW

ANNUAL REPORT

PRESENTED BY: RICHARD GRAY
JOHN DAY POLICE DEPARTMENT
450 E. MAIN STREET, JOHN DAY, OR 97845

2016 PUBLIC SAFETY OVERVIEW



MESSAGE FROM THE CHIEF

As Chief of Police, it is my pleasure to introduce you to the 2016 year-end report for the John Day Police Department and 9-1-1 Emergency Communications Center. The four patrolmen and six dispatchers who have served the citizens and visitors of John Day and Prairie City this past year are dedicated professionals with a sincere adoration for the community they serve. We hope that you find this report informative and will give you additional insight into the service we provide to our community.

PUBLIC SAFETY DEPARTMENTS

Departments	Manager
Police	Richard Gray, Chief of Police
Dispatch	Valerie (Luttrell) Maynard, Emergency Communications Center Supervisor

OBJECTIVE

This report provides residents with an overview of the police and 9-1-1 emergency communications services provided by the City of John Day. This is the first in a series of annual reports highlighting the City's public safety accomplishments and crime statistics.

There are three sections to the report: 1) Public Safety Overview; 2) John Day Police Department; and 3) 9-1-1 Emergency Communications Center.

The report highlights both the successes and challenges of providing public safety services for John Day and Grant County.

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EXECUTIVE SUMMARY

SIGNIFICANT ACCOMPLISHMENTS

24/7/365 Public safety services. The John Day Police Department (JDPD) and Emergency Communications Center (ECC) provide 24 hour a day, 365 day per year public safety services. Our primary commitment to our community is to have patrol staff and emergency communications personnel available to respond to every need at any time of the day or night. The JDPD currently works 20 hour per day and provides on-call services four hours a day, every day of the year.

Reserve capacity. In addition to our full-time staff, this past year we continued to build our Reserve Program. JDPD is very fortunate to have volunteers such as Reserve Officer Larry Sherman who has been with the city for 12 years 10 months and Reserve Officer Joe Hittle who has been with us for 8 months.

Operational efficiency. Both the JDPD and ECC departments focus on increasing operational efficiency. The City selected Andrew Martin from the Police Reserve Program as the police department's most recent hire. Andrew will work as a multi-functional Police Officer /9-1-1 Dispatcher and will attend the Dispatch academy in 2017.

Digital communications. In 2016, the City began the design of a new website and digital communications platform. The JDPD and ECC now have dedicated web pages on the new site with the ability to send email updates on significant events, receive customer feedback and post emergency alert notifications.

Animal control. The JDPD and ECC continue to monitor animal complaints. The departments helped the city council evaluate a city ordinance in 2016 for animal control. Though the ordinance was ultimately not adopted, the discussion and analysis led to new insights into the need for more responsive animal control services and will help the City improve its role in ensuring the safety of our residents and their pets.

Community Health Needs Assessment. The City is participating in the Blue Mountain Hospital's Community Health Needs Assessment (CHNA) process that began in 2016. CHNA is a three-year community-wide process to improve the health and well-being of Grant County residents. City Manager Nick Green is the chair of the CHNA committee on Substance Abuse and Health Systems Improvement. This committee focuses on increasing awareness of substance abuse and the potential for abuse by educating the community, identifying safe alternatives for pain management and promoting trust in the medical system.

TOP PUBLIC SAFETY PRIORITIES

The JDPD has three top tier priorities for public safety. In priority order they are:

1. Drug enforcement and substance abuse prevention
2. Patrol and ordinance enforcement
3. 21st Century Policing

Drug enforcement and substance abuse prevention. Substance abuse, alcohol and drug-related crime continue to be a significant problem for law enforcement across the county. The Drug Enforcement Agency (DEA) does not consider Grant County to be a high intensity drug trafficking area (HIDTA). As a result, the area lacks federal funding and resources to address criminal activity related to substance abuse. In spite of these constraints, combating alcohol and drug-related crime through holistic interventions remains our top public safety priority.

Patrol and ordinance enforcement. One of our top goals will remain Patrol Enforcement in an attempt to increase consistency and accountability in the community. Police Chief Richard Gray and ECC Supervisor Valerie Maynard will continue to work alongside our police officers and city council to address municipal ordinance and community public safety issues. The police department will continue to enforce state and other violations as needed.

21st Century policing. The JDPD continues to look for ways to advance best practices in law enforcement. The department has begun assessing internal policies and practices in keeping with the tenets of the *Final Report of the President's Task Force on 21st Century Policing*. Cities across the country are facing the burden of the escalating cost of public safety and increased scrutiny on officer conduct and performance. The City continues to look for ways to increase trust, confidence and the legitimacy of the department from the perspective of the community while maintaining a cost-effective, service-oriented operating model.

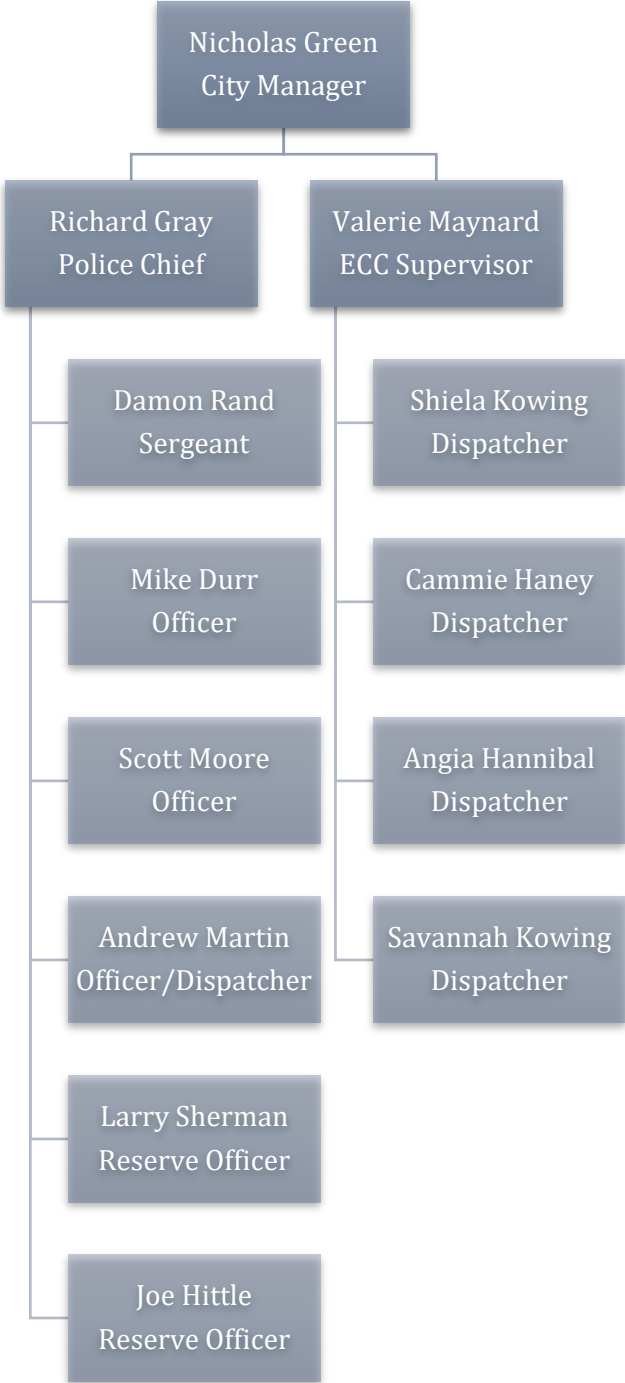
ONGOING CHALLENGES

The City of John Day spends \$900,000 annually on public safety. Excluding the offsets from outside revenue, the net expense incurred is approximately \$600,000 per year. In addition to the cost of service, the city faces numerous socio-economic challenges that affect public safety and law enforcement. These challenges include the declining tax base, increasing cost of public safety and demographic changes in our community.

Resource constraints. Continuing population decline and economic stagnation have reduced the revenue available for public safety services. At the same time, the cost of public safety is escalating at unprecedented rates. Because the state 9-1-1 tax funds only a portion of the cost for the ECC, local taxpayers must fund the deficit. The cost-revenue imbalance has continued for several years unabated. As a result, John Day spends more money on public safety as a percentage of its property tax base than any other city in Oregon. The 2016 Portland State University demographic study of Grant County forecasted moderate but continued population decline for the next 50 years, which indicates that the resource constraints are likely to continue well in to the future.

Small agency-based crime reduction strategies. Small agencies benefit from the increased accountability and command-and-control effectiveness of working in a small department, but finding effective crime-fighting strategies and tactics can be challenging. The police department in particular lacks a data-driven methodology for deploying personnel against the highest priority issues, identifying alternative service delivery approaches, benchmarking performance and using technology and communications systems to their full advantage. Development and application of best practices for small agency-based crime reduction continues to be a challenge facing the police department that may require a comprehensive assessment to address.

ORGANIZATION CHART



JOHN DAY POLICE DEPARTMENT

SIGNIFICANT CASES

The communities of John Day and Prairie City are fortunate to harbor a very safe environment, free from many of the daily acts of violence that occur in larger communities and even in many smaller communities throughout our state and nation. However, that does not mean that we are completely void of violent acts, drug abuse or complicated fraud crimes.

Although our department is structured to one Chief, a Patrol Sergeant, two Patrol Officers and one part time Police Officer / 9-1-1 Dispatcher, we all work as detectives, working each case from start to finish.

Our investigative efforts into larger drug-related crimes are primarily addressed using officers on overtime shifts and in collaboration with personnel from the Grant County Sheriff's Office (GCSO) and Oregon State Police (OSP). Other officers are called upon to investigate most major felonies and other cases that require significant manpower.

Quality investigations are an expectation of our department and the JDPD's success is evident by the fact that a major crime case rarely goes to trial in our community. Guilty plea agreements with the District Attorney (DA) Office have become the standard for most of these cases, many resulting in extended prison sentences under ballot Measure 11 guidelines.

Some of the more notable cases investigated in 2016 included:

- Arrest of a Washington man for mental health issues who attempted killing his dog with a knife.
- Arrest of a John Day man for an attempted murder incident involving a firearm; two subjects shot. Assisted by OSP Major Crime's team.
- A Blue Mountain Hospital IRS fraud investigation where FBI authorities assisted.
- Arrest of a John Day man for Assault I after shooting a male victim.
- Arrest of a Prairie City man for unlawful use of a motor vehicle.
- Arrest of two John Day men for unlawful use of a motor vehicle.
- Arrest of a John Day woman for a homemade bomb in a residence; combined OSP, GCSO and JDPD search warrant case.
- Arrest of a Salem female for unlawful use of a motor vehicle and pending charges for arrest of a Salem man.
- Arrest of a male and female who eluded police, unlawful use of motor vehicle, methamphetamine possession, felony warrants and elude on foot.
- Several other arrest made due to warrants and other crimes such as burglary, theft, ID theft, assault, domestic vehicle assault, DUII and probation violation.

POLICE DEPARTMENT STATISTICS

John Day is fortunate to be among the safest communities in Oregon. The area's index crime rate (rate of significant crimes) is half the state average. Grant County's overall crime rate was 19% below the state average in 2016; with 42% fewer crimes against persons, 59% fewer crimes against property and 35% more behavioral crimes (table 1).

TABLE 1. COMPARISON OF CRIME RATES BETWEEN GRANT COUNTY AND OREGON

	Crimes Against Persons	Crimes Against Property	Behavioral Crimes
Grant County	418 per 100,000	1197 per 100,000	3312 per 100,000
Statewide	714 per 100,000	2911 per 100,000	2458 per 100,000
<i>difference</i>	-296	-1714	+854

Total activity reported. The JDPD made 117 arrests in 2016, an average of one arrest every three days. Arrests by type and count were as follows:

- Warrants served, 30
- Driving while suspended / DUII / Hit and run, 20
- Domestic assault / Assaults, 15
- Restraining order / Probation release violations, 12
- Disorderly conduct / Menacing / Harassment, 8
- Possession of a controlled substance, 8
- Unlawful entry into a vehicle, 8
- Unlawful use of a vehicle, 7
- Dog as a public nuisance, 7
- Burglary / Theft 1-2-3 / Forgery, 7
- Felon in possession of weapon, 2

Local crime rates. There were zero reported incidents in 2016 of willful murder, negligent homicide, kidnapping, robbery, arson, prostitution or illegal gambling. However, the community continues to face challenges with substance abuse. Violations of liquor laws, DUII, and drug laws all exceed statewide average. Disorderly conduct and simple assault also exceed the state average. Larceny continues to be the single largest property crime violation accounting for two-thirds of all property crime. Simple assault continues to be the largest crime against persons accounting for 95% of all crimes against persons.

Comparison to state average. In 2015, Grant County exceeded the state average in only 6 out of 36 crime categories (Figure 1):

- Simple assault (12% higher)
- Drug law violations (26% higher)
- All other behavioral crimes (26% higher)
- Disorderly conduct (38% higher)
- DUII (116% higher)
- Liquor law violations (138% higher)

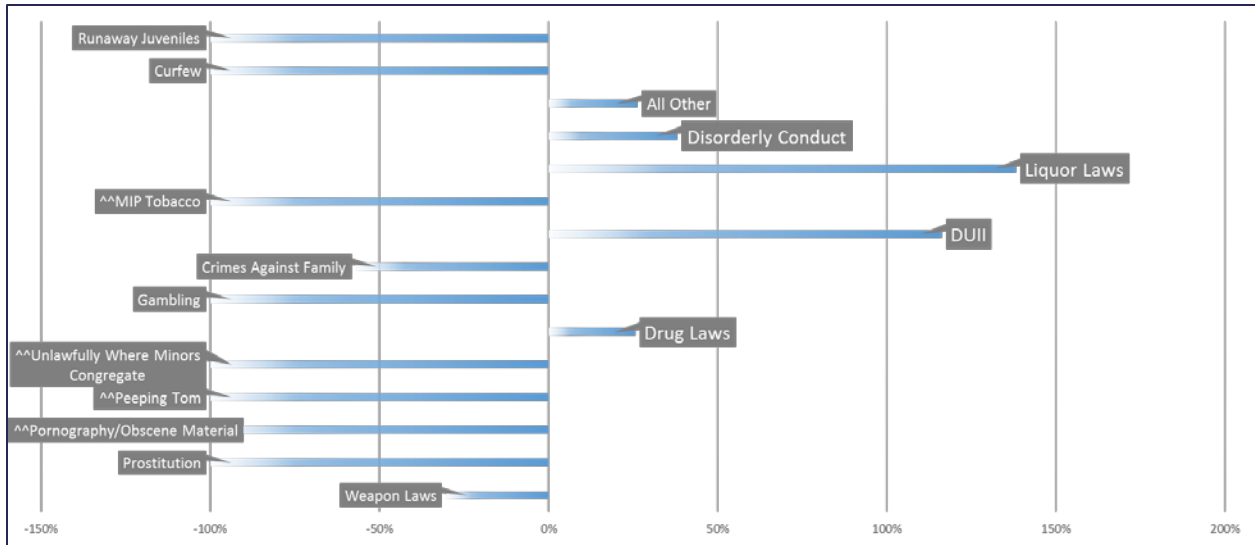


FIGURE 1. COMPARISON OF LOCAL BEHAVIORAL CRIMES TO STATEWIDE AVERAGES FOR 2015

KEY ISSUES

Drug enforcement. Substance abuse is not a City of John Day problem – it is a countywide problem. We are seeing more and more drug use within all the communities in Grant County. We are asking for the public’s assistance with this growing issue by encouraging them to report suspicious activity in their own neighborhoods. In Prairie City, public information led to the arrest of several wanted persons living in a residence and the arrest of a felon in possession of a weapon who was with the victim of a prior domestic assault case.

One of the most significant areas of risk with the use of alcohol and drugs is the connection between alcohol, drugs and crime. Because alcohol and marijuana use is legal and pervasive, it plays a particularly strong role in the relationship to crime and other social problems.

Substance abuse correlates with and amplifies criminal activity. Most of the stolen items in John Day are traded for prescription, legal or illicit drugs. The stolen goods are then shipped out of the area to be sold elsewhere. These types of drug-related crimes are very difficult to solve.

The JDPD Rx Medication Return Box processed over 230 pounds of unwanted medication in 2016. This is a great resource for local businesses and the public to use to help keep unwanted and unused prescription medications off the streets and out of the hands of our children and water sources.

JDPD staffed one National Drug Take Back event with the Rx box located at the Health Fair. Citizens brought in expired, unused and unwanted prescription drugs for proper disposal. In December, a retired newspaper box was recycled and modified for use as the Department’s permanent prescription drop box enabling citizens to discard unwanted prescription drugs seven days a week, 24 hours a day without entering the department building.



THIS RETIRED NEWSPAPER BOX WAS FITTED WITH A NEW PAINT JOB AND WILL SERVE AS THE NEW RX DROP BOX FOR OLD, EXPIRED OR UNWANTED PRESCRIPTION DRUGS.

The Rx box is located outside of the Police Department entrance. Sgt. Rand was tasked with this project and has done a great job working to get the Rx box finished and in use. The Blue Mountain Eagle donated the box and Sgt. Rand kept the refurbishing cost to \$221.05. Research shows the Rx boxes typically cost between \$850-2,500 each.

Having the RX drug box outside will keep the public from having to access the dispatch center. Keeping our staff safe and ECC more secure was the priority behind this new Rx box project.

Animal complaints. The John Day Police Department works in partnership with community members and in connection with animal rescue programs such as New Hope for Eastern Oregon and Hope 4 Paws to provide a safe place for stray or found animals in our area at no cost to the City. There were no resources available for the placement of these animals in the past, which created a much larger number of stray and injured animals in our communities.

Dog complaints continue to be a large problem. The ECC logged 219 animal complaints countywide in 2016. Of these, 58 complaints (26%) were for John Day and 11 complaints (5%) were for Prairie City (Table 2).

TABLE 2. ANIMAL COMPLAINTS FOR JDPD SERVICE AREA, 2016

INCIDENT TYPE	JOHN DAY	PRAIRIE CITY	TOTAL
BARKING	12	6	18
AT LARGE ONLY	24	3	27
AT LARGE & ATTACKED ANIMAL	6	1	7
BIT A PERSON	6	0	6
OTHER	10	1	11
TOTAL	58	11	69

JDPD has been working harder to inform the public about the issues within the neighborhoods where we typically see dog complaints. The Department issued seven (7) citations in 2016 for dog nuisance violations in the John Day and Prairie City patrol areas.

The average time for an officer to respond to each call for service is approximately one hour.

Figure 2 shows animal complaints as a percentage of the JDPD service area by type of complaint.

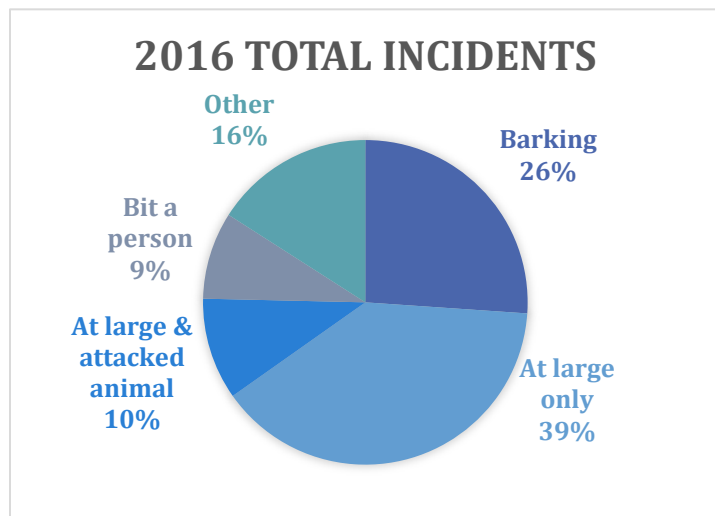


FIGURE 2. ANIMAL COMPLAINTS BY TYPE (JD AND PRAIRIE)

Traffic enforcement. The number of reported traffic collisions increased in 2016. Most noticeably, hit-and-run crashes increased with 22 reported. The officers pulled 15 cases for hit-and-run. Thankfully, there were no fatal collisions or pedestrians struck by vehicles.

In 2016, the JDPD performed 210 traffic stops and issued 82 citations for 111 violations. Additionally, the JDPD issued 128 traffic warnings. All citations were cited into Grant County Justice Court.

SOCIAL MEDIA REPORTS

New city website. The cityofjohnday.com website now has three links for public safety information: the Police Department page, the 9-1-1 Emergency Communications Center page, and the Fire Department page. The website also has banner alerts that scroll across the top of the home page and alert residents of important public safety notices.

Social media sites. The City began evaluating a social media policy in 2016 that will enable staff to post news updates to various social media sites beginning in 2017. This will add another layer to the City’s communications campaign and will help keep residents informed of current events.

POLICE TRAINING & CERTIFICATIONS

Training overview. Receiving quality, updated training is an extremely important facet of providing a competent law enforcement agency to the community we serve. Laws, and especially the interpretations of these laws, routinely change. Police tactics and best practice also routinely change as technology, weaponry and other various threats evolve in our society. In addition, police are required to complete specific amounts and types of training just to receive and maintain their certifications.

Together, the patrol staff has over 8,080 hours of training and 87.5 years of service.

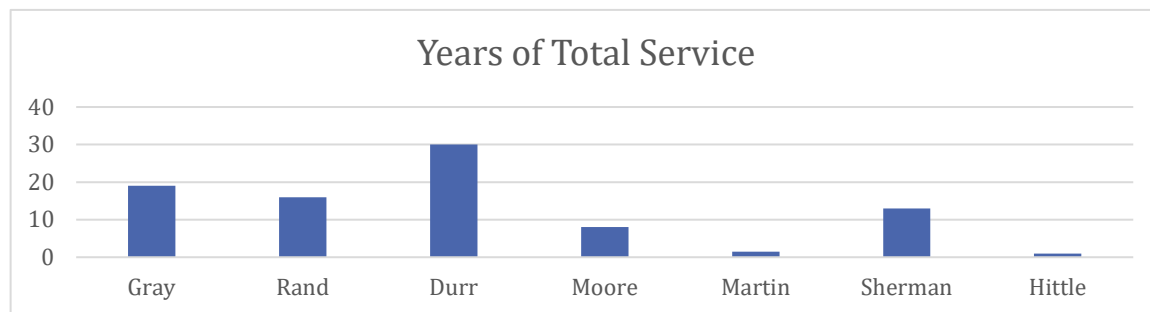


FIGURE 3. TOTAL YEARS OF SERVICE BY OFFICER

2016 Training highlights. For the 2016 training year, police officers completed the following training hours:

- Chief Gray, 98.5 hours
- Sgt. Rand, 20.5 hours
- Officer Durr, 33 hours
- Officer Moore, 18 hours
- Officer Martin, 7.25 hours
- Officer Hittle, 4 hours
- Officer Sherman, 7 hours

Chief Gray attended Training provided by City/County Insurance Services (CIS) in Salem and attended the Chiefs Conference in Bend. Chief Gray also attended the 2016 Oregon Police Officers Association Supervisory Training in Grande Round and the 2016 Advanced Crash Investigations Conference. Sgt. Damon Rand has been attending trainings and is currently working on his Advanced, Supervisory and Management certifications. Officer Durr was awarded his Advanced Certificate. Officer Martin will be attending the Dispatchers Academy and Police Academy in 2017.

Additionally, Evidence Technician, Sgt. Rand attended the Property Room Management training seminar delivered by the International Association for Property and Evidence. This is the first time the department has had a certified evidence technician. Sgt. Rand attended this training on a scholarship secured by Chief Gray.

The City’s public safety staff also attend attended local training as shown in Figure 3.



FIGURE 4. ADDITIONAL PUBLIC SAFETY TRAINING IN 2016



Police department certifications. In the State of Oregon, the Department of Public Safety Standards and Training – DPPST (the Police Academy) must certify all police officers. The main purpose for the certification program is to ensure highly trained officers within the State. All officers are required to complete annual maintenance training to remain certified. Continued training helps our officers remain current in the latest procedures, laws and practices. If an officer is not certified, he/she cannot serve as a police officer in Oregon. Table 3 shows certification levels for each officer.

TABLE 3. JDPD OFFICER CERTIFICATIONS

OFFICER	CERTIFICATION LEVEL
CHIEF GRAY	Advanced Cert, Leadership, Management, Supervisory
SGT. RAND	Intermediate
OFFICER DURR	Advanced
OFFICER MOORE	Intermediate
OFFICER MARTIN	Basic (pending Academy and minimum time employed)

EQUIPMENT

Police vehicles. The JDPD has five police vehicles in its current fleet (table 4). Most are high mileage vehicles. The City will implement an inventory management system in 2017 to develop a financial strategy for improving the quality of the police vehicles.

TABLE 4. POLICE VEHICLES BY MODEL AND MILEAGE

Vehicle	2003 Tahoe	2005 Crown Vic	2008 Crown Vic	2008 Impala	2011 Crown Vic
<i>Mileage</i>	<i>108,954</i>	<i>150,500</i>	<i>144,255</i>	<i>67,449</i>	<i>55,560</i>

Shooting range. In 2008, several officers helped to build a shoot house. In the past three years, there has been a shelter constructed from materials donated to the Police Department. In 2016, each of the John Day Police Officers spent a total of 16 hours during quarterly qualifications as required by DPSST. This shooting range is open to other departments and officers during their off duty time and hosts an annual hunter safety course.

FUNDING

Police expenditures. The City spent \$447,023 on police services in FY16, for an average cost per police officer of \$111,756. These costs are consistent with other police with fewer than 10,000 residents in eastern Oregon (table 5).

John Day has the second highest rate of police coverage in eastern Oregon behind the City of Nyssa in Malheur County. At 2.3 officers per thousand residents, the JDPD is slightly higher than the average of 1.9 officers per thousand. This is due in part to the JDPD providing services to Prairie City. Including the population of Prairie City reduces the per resident coverage rate to 1.6 officers per thousand residents.

TABLE 5. COMPARATIVE COSTS OF POLICE SERVICES FOR SMALLER AGENCIES IN EASTERN OREGON

Department	County	Police Department Budget	Officers Per 1,000 Residents	Cost Per Officer
Baker City	Baker	\$ 1,800,000	1.4	\$ 128,571
Nyssa	Malheur	\$ 750,000	2.4	\$ 93,750
John Day	Grant	\$ 447,000	2.3	\$ 111,756
Burns	Harney	\$ 375,000	1.3	\$ 93,750
Hines	Harney	\$ 301,000	1.6	\$ 100,333
Enterprise	Wallowa	\$ 306,000	2.0	\$ 76,500
Eastern Oregon (Average)		\$ 662,833	1.9	\$ 100,692

Police revenue. The JDPD received \$12,621 in charges for services in FY16 and an additional \$54,259 in operating grants and contributions. The balance of \$380,143 to fund the department came from general fund revenue.

9-1-1 EMERGENCY COMMUNICATIONS CENTER

ECC STATISTICS

The ECC handled 7,758 calls for service in 2016, a 10% increase over the 2015 call volume. Of these, 2,723 were calls made to 9-1-1 (table 6). Total 9-1-1 calls increased by 22% year-over-year. Non-emergency calls increased 10%. Based on these data, the ECC averages one emergency call every three hours.

TABLE 6. 9-1-1 AND NON-EMERGENCY CALL LOGS FOR GRANT COUNTY

CALL BY TYPE	NO. OF CALLS (2015)	NO. OF CALLS (2016)	PERCENT CHANGE	PERCENT OF TOTAL (2016)
AMBULANCE	587	801	36%	10.3%
CITY & RURAL FIRE	290	296	2%	3.8%
USFS / ODF FIRE	114	115	1%	1.5%
JD POLICE DEPT.	2582	2857	11%	36.8%
GCSO	2621	2566	-2%	33.1%
MENTAL HEALTH	24	44	83%	0.6%
JD PUBLIC WORKS	90	106	18%	1.4%
PUBLIC ASSIST. / MISC.	746	973	30%	12.5%
TOTAL CALL VOLUME	7054	7758	10%	
<i>911 Calls:</i>	<i>2225</i>	<i>2723</i>	<i>22%</i>	

ECC TRAINING & CERTIFICATIONS

All public safety tele-communicators attended CPR/1st Aid training this year as well as completing their 12 hour required yearly maintenance training to maintain their multi-discipline certification through DPSST (table 7).

TABLE 7. DISPATCHER CERTIFICATION LEVELS

DISPATCHER	CERTIFICATION LEVEL
VALERIE MAYNARD	Advanced
SHIELA KOWING	Advanced
CAMMIE HANEY	Advanced
ANGIA HANNIBAL	Basic
SAVANNAH KOWING	Basic (pending Academy and minimum time employed)
ANDREW MARTIN	Basic (pending Academy and minimum time employed)

The City is fortunate to have four DPSST certified 9-1-1 dispatchers on its staff and two pending certification in 2017. Mrs. Shiela Kowing attended the annual CJIS conference in Sun River in September, representing our departments as our LEDS representative. ECC Supervisor Maynard attended 9-1-1/APCO (Association of Public Communications Officers) quarterly meeting/conferences in May and October.

EQUIPMENT

The 9-1-1 subaccount administered by the State Office of Emergency Management (OEM) fully funds the infrastructure or network of the 9-1-1 system in Oregon. These funds pay for all of the equipment and circuiting needed to get the 9-1-1 call from the citizen to the correct 9-1-1 center. This includes the enhanced phone and mapping system.

The Computer Aided Dispatch (CAD), Law Enforcement Data System (LEDS), radio system, FAX, printer, 75 KW generator and miscellaneous office equipment are locally funded.

FUNDING

There are 42 Public Safety Answering Points (PSAPs) in Oregon. The average PSAP employs 21 full-time dispatchers and receives \$542,000 in revenue from the State 9-1-1 tax.

9-1-1 Expenditures. The John Day ECC employs 5.5 full-time dispatchers. The ECC department cost \$406,100 in FY16 in direct expenses and approximately \$35,000 in indirect expenses for a total of \$441,100.

9-1-1 Revenue. The ECC received \$248,000 in revenue from the State 9-1-1 tax in FY16. This covered 56% of the cost to operate the department. Contracts for service and multiple transfers from the City of John Day general fund and enterprise funds paid for the balance.

The City is proposing a new cost sharing agreement for the 9-1-1 Center for FY17 to help offset the cost of operating the department. The FY17 9-1-1 tax is projected to provide \$270,000 in state revenue, leaving a budget deficit of just under \$200,000 for the county (table 8). This equates to a \$26.88 deficit per county resident.

The City is proposing a new public safety bond at the county level and/or an interagency cost sharing agreement between the various municipalities and the county to fund the department.

TABLE 8. TAX REVENUE AND BUDGET DEFICIT FOR 9-1-1 CENTER IN GRANT COUNTY (FY17)

Jurisdiction	Population	FY17 9-1-1 Tax	Budget Deficit
John Day	1,735	\$63,219	\$46,640
Prairie City	910	\$33,158	\$24,462
Canyon City	705	\$25,688	\$18,952
Mt Vernon	525	\$19,130	\$14,113
Seneca	215	\$7,834	\$5,780
Long Creek	195	\$7,105	\$5,242
Dayville	150	\$5,466	\$4,032
Monument	130	\$4,737	\$3,495
Granite	40	\$1,457	\$1,075
County (Unincorporated)	2,805	\$102,206	\$75,403
Total Population (2016)	7,410	\$270,000	\$199,194

SUMMARY

We are grateful for our community and the support they have shown throughout 2016. We are hopeful that 2017 will be another great year for our department and the wonderful community we all serve.

CONTACT INFORMATION



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