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450 East Main Street  
John Day, Oregon 97845

November 14, 2017

Department of Administrative Services  
Attn: Kate Nass, Deputy Chief Financial Officer

Dear Kate,

Thank you for the opportunity to accept the \$420,000 grant for operations of our public safety answering point through the 2017-19 biennium.

As the provider of 9-1-1 services for Grant County, the City of John Day is committed to working with our local agencies and users across the county to keep 9-1-1 local and do our part to ensure the successful operation of this countywide service.

### **Current Status**

The Grant County Commission referred ballot measure 12-69 to voters for the November 2017 election. The ballot measure proposed a local option levy of 38 cents per \$1,000 assessed value to fund the 9-1-1 center from 2019 through 2023. This levy would have raised \$208,916 beginning in FY19, which sum is the approximate amount needed to cover the annual 9-1-1 center deficit.

Measure 12-69 was defeated by a vote of 44.27% to 55.73% with 2,697 votes cast (52% voter turnout). It is difficult to ascertain why any given ballot measure succeeds or fails. However, this process was instrumental in identifying several local questions and concerns related to 9-1-1 funding and operations. Most common were:

- 1) *Fairness.* Funding local 9-1-1 deficits through a property tax levy violates the tax principle of fairness. Residents strongly felt that they should pay taxes in rough proportion to the benefit received. As all residents benefit equally from 9-1-1 regardless of the amount of property they own, most stated that an increase to the State's emergency communications tax would be fairer than placing a disproportionate cost burden on residents based on their assessed property value.
- 2) *Governance Structure.* Residents questioned why Grant County's 9-1-1 service is provided by the City of John Day rather than through a county department or through an independent agency. John Day was designated as the lead agency through an ORS 190 intergovernmental agreement signed in 1989 by the 9-1-1 users that existed at the time (enclosed). To the best of our knowledge, the agreement was never rescinded or amended. However, at some point following the original agreement, the user board ceased to have formal meetings and all operational decisions as well as the majority of the budget deficits became the sole responsibility of the City of John Day. Many residents felt that this countywide service should be governed by an agency independent of the City that is responsible to all tax jurisdictions. The City agrees with this assessment.

## **9-1-1 Options and Evaluation Criteria**

Funding from this grant will be used to offset operational expenditures for FY17 and FY18. These funds will also be used to evaluate options to provide 9-1-1 services beginning in FY19. Among the options we are considering are: Option A) Consolidating our department with Frontier Regional 911; Option B) Creating a bi-county cooperative 9-1-1 Center with an adjacent county; and Option C) Replacing the 1989 agreement with a new intergovernmental agency at the county level and a new local cost sharing agreement under ORS 190.

We will consider multiple criteria to evaluate these options, including: cost of service (today and tomorrow); level of control and decision-making authority over user services and fees; anticipated quality of 9-1-1 service; and economic benefits for Grant County residents such as the impact of retaining six local jobs.

### **Next Steps**

The evaluation process will begin immediately and will be managed by a local task force led by the City of John Day that includes key stakeholder agencies that currently contribute funding to the 9-1-1 Center. We welcome input from the Department of Administrative Services and Oregon Office of Emergency Management as we implement this process.

Per the grant agreement, we will provide a narrative and financial report on the use of our grant funds each fiscal year until the project is complete and will notify the Department of any significant developments related to this funding.

### **Summary**

We appreciate the support and recognition of Governor Brown and the 2017 Oregon Legislative Assembly in providing this grant. In spite of concerns and questions raised by residents, the fact that over 44 percent of our voters were willing to fund 9-1-1 services through a property tax levy is a strong indicator of the value we place on keeping 9-1-1 local. We will continue to urge the state legislature to consider an increase to the emergency communications tax to enable us to meet our long-term public safety needs.

Sincerely,

Nicholas Green  
John Day City Manager

enclosure

Enclosure

GRANT COUNTY EMERGENCY COMMUNICATIONS AGENCY  
INTERGOVERNMENTAL AGREEMENT FOR  
COMMUNICATIONS SERVICES

1. PURPOSE:

- a. To establish and maintain consolidated public safety communications services.
- b. To authorize joint communications service in accordance with ORS 190.000.
- c. To provide improved police, fire and medical aid service communications within the boundaries of the consolidated service area to the participating local governments, together with such other governmental units as may hereafter contract with the undersigned for communications services.
- d. To provide consolidated telephone, radio and alarm communications services for participating local government units, and
- e. To establish and maintain such services that will be of substantial benefit to the citizens of the undersigned jurisdictions and the public in general.

2. ORGANIZATION:

The undersigned hereby agree to establish a governmental agency to be known hereafter as Grant County Emergency Communications Agency.

- a. This Agency shall have responsibility and authority, among others, for public safety communications and functions incidental thereto, for the purpose of communicating, dispatching, relay, and/or call transfer in the furtherance of public safety and emergencies within the member jurisdictions.

b. Supervision and management of said agency shall be exercised by the Intergovernmental Council (IGC), the User Board, and supported by a dispatch center, known as the Public Safety Answering Point, PSAP, as hereinafter provided.

3. RESPONSIBILITIES:

a. Intergovernmental Council:

(1) For the purpose of the Agreement, the voting members of the IGC will consist of an elected official from each of the participating jurisdictions within Grant County, which are listed below. The IGC shall elect a chairman from its members for a two-year period and also a secretary from the following membership:

City of Canyon City ✓	City of Prairie City ✓
• City of Dayville	City of Long Creek ✓
City of John Day ✓	• Grant County Court
City of Monument ✓	John Day R.F.P.D. ✓
City of Seneca ✓	• Mt. Vernon R.F.P.D.
City of Mt. Vernon ✓	Prairie City R.F.P.D. ✓

(2) The IGC shall be responsible for:

- a) Review and adopt an annual operating budget and determination of the projected cost to each participating governmental unit, if any.
- b) Appoint budget committee members from the community at large.
- c) Approval of standard operating procedures (SOP) for dispatch center.

b. USER BOARD:

(1) There is hereby established a User Board consisting of one member from each of the following agencies:

Canyon City Fire Department  
Dayville City Fire Department

John Day City Fire Department  
John Day Rural Fire Protection District  
Long Creek City Fire Department  
Monument City Fire Department  
Mt. Vernon City Fire Department  
Mt. Vernon Rural Fire Protection District  
Prairie City Fire Department  
Prairie City Rural Fire Protection District  
Seneca City Fire Department  
John Day Police Department  
Prairie City Police Department  
Grant County Sheriff's Department  
Oregon State Police  
Oregon State Forestry  
U.S. Forest Service  
Blue Mountain Hospital (Ambulance Services)

- (2) The following agencies shall be non-voting, ex-officio members:

Air Life

- (3) The functions of the User Board shall be as follows:
- a) Develop operational priorities, policies and procedures.
  - b) Develop the annual operating budget for review and adoption by the IGC.
  - c) Conducting a system and administrative evaluation of the total systems no less than once each year, directly or through a designated representative, for presentation to the IGC.
- (4) Each member shall have an equal vote in all User Board decisions. Unless otherwise provided, Robert's Revised Rules of Order shall govern all procedural matters relating to the business of the User Board. The Board shall elect a presiding officer from its members for a two-year term of office. At least one regular meeting shall be held each quarter at a time and place designated by majority of its members. Special meetings may be called by the presiding officer or any two members upon not less than seven days prior written notice.

c. DISPATCH CENTER:

- (1) The Director of the PSAP will be the John Day Chief of Police who shall be responsible for administration, personnel functions for the center. The Director shall also be responsible for dispatching, records, communications, security and other communications center functions in conformance with the policies in the IEC.
- (2) The Director shall be a member of the User Board and shall attend all meetings thereof; and shall give advice and assistance where requested by the Board. The Director shall have authority to hire and fire all personnel located within the Dispatch Center in accordance with adopted City Personnel Policy.

4. CONCEPT OF OPERATIONS:

- a. The John Day Dispatch Center is the designated PSAP and shall provide 9-1-1 telephone direct answering services for all public safety agencies within the designated service area (para 4c below), except for Izee and Paulina (477 exchange). Emergency calls from these two areas shall be routed to the John Day PSAP through the PSAP in Prineville.

Operating procedures for the dispatch center will be developed by User Board approved by the IGC.

- b. The designated service area of 9-1-1 call answering shall include the territory within the boundaries of the following telephone exchanges:

TELEPHONE CO	AREA	EXCHANGE PREFIX
Telephone Utilities of Eastern Ore., Inc.	Long Creek/Dale/Exx/Ritter	421
U S West	Seneca	542

U S West	John Day/Canyon City	575
Oregon Telephone Corp.	Prairie City	820
Oregon Telephone Corp.	Mt. Vernon	932
Telephone Utilities of Eastern Ore., Inc.	Monument/Kimberly	934
Oregon Telephone Corp.	Dayville	987
Oregon Telephone Corp.	*Bates	448

\*Until equipment is upgraded, people requiring emergency services in Bates must dial 575-0030 in lieu of 9-1-1.

5. PERSONNEL:

All employees of the dispatch center shall be employees of the City of John Day and under the immediate supervision of the Dispatch Center Director. Personnel policy shall conform to current applicable State and Federal statutory regulations.

Additional and subsequent employees shall be appointed by the Director upon meeting the qualifications established by the IGC.

6. BUDGET - FUNDING:

- a. The annual operating budget shall be developed by the User Board and reviewed and adopted by the IGC.
- b. The IGC shall comply with the annual budget preparation cycle (June-July) and should adopt a final budget by June 30th, each calendar year.
- c. The budget period shall be on a fiscal year basis beginning on the first day of July of each year and ending on the 30th day of June of the next succeeding year.
- d. Funding shall be based upon a cost sharing formula described below:
  - 1) Excise tax collected on telephone exchange access services and distributed to participating local jurisdictions by the State as authorized by ORS 401.710-90, shall be applied to the fund-

ing of the communication agency. These funds will be forwarded quarterly to the City of John Day by each jurisdiction listed in paragraph 4a(1) above. From this joint fund the cost center is responsible for payment of all 9-1-1 expenses incurred including the direct 9-1-1 dispatch center costs and telephone line termination costs from the User Board Communities. Upon startup of the County-wide 9-1-1 system funds documented by each community, including interest, shall also be forwarded to the City of John Day. The County shall initially forward accumulated funds received on behalf of the rural areas and subsequent receipts on a quarterly basis.

- 2) Capital and operating expenses over and above that covered by sub-paragraph 6(d)(1) above, shall be pro-rated by the IGC amongst the participating jurisdictions on the basis of relative population (or use of Dispatch Center Facilities).

7. EQUIPMENT:

- a. Initial equipment and furnishing of the Agency's operation shall, to the extent that the Agency determines it to be practical and efficient, be composed of those items presently assigned to the John Day Dispatch Center. Additional equipment shall be approved by the PSAP, User Board and IGC using 9-1-1 funds.
- b. User Board agencies shall be responsible for budgeting, maintaining and repairing their own base, mobile and portable radio equipment.
- c. The PSAP shall, at the time of preparation of the proposed budget by the User Board for the ensuing year, submit to the IGC a complete inventory together with current valuation of all equipment and furnishings owned by, leased or temporarily assigned to the Agency. In case of dissolution of the Agency, such assigned or loaned items



shall be returned to the lending governmental entity and all other items, or funds derived from the sale thereof, shall be refunded and distributed to those governmental agencies in proportion to their financial participation averaged over the preceding three-year period.

8. FACILITIES:

The City of John Day shall provide space for the PSAP located in the John Day City Hall. This space consists of approximately 408 square feet. Rent of the communications center physical plant shall be provided by the City of John Day at no cost to the Communications Agency, pursuant to a 9-1-1 agreement made on September 30, 1986.

9. REVIEW - EVALUATION:

This agreement will be reviewed after six months by the IGC to evaluate the efficiency of the present organizational structure. Adjustments or modifications may be made to the power of authorities of the IGC, the PSAP and the User Board at this time by two-thirds vote of the IGC.

10. ADJUSTMENTS:

This agreement may only be amended by a two-thirds vote of the parties signatory hereto.

11. ADMISSION OF NEW PARTIES:

Additional public entities may be added to this agreement upon such terms and conditions as agreed upon by two-thirds of the parties signatory to this agreement. The admission of such additional parties shall be by written addendum to this agreement, signed by all parties at that time and the additional parties.

12. ARBITRATION:

Any controversy between the parties in regard to the applications of interpretation of this agreement may be submitted to and determined by

arbitrations in accordance with ORS 33.210 to 33.340.

13. TERMINATION:

- a. Any party may terminate without cause by giving written notice to all other parties no less than six-months prior to the end of the fiscal year, such termination to become effective at midnight of the last calendar day of the fiscal year in which such notice is given.
- b. This agreement shall be automatically extended from year to year on the same terms and conditions unless it is terminated by mutual agreement of the parties.
- c. If any part, paragraph, section or provision of the agreement is adjudged to be invalid by any court or competent jurisdiction, such adjudication shall not affect the validity of any remaining section, part or provision of the agreement.
- d. This agreement shall be executed on behalf of each participant. It shall be deemed adopted upon the date of execution by the last so authorized representative.

14. EFFECTIVE DATE:

This agreement is effective on the date the document is signed by all participating agencies.

the day and year endorsed with each signature.

10/26/89 Donald L. Strong for Prairie City - Councilman	John Day, Councilman
10/26/89 Suzanne Findlay for Seneca - Mayor	Walt Vernon Councilman
10/26/89 Charles Mills	Long Creek Councilor
10/26/89 Ed R. Megee	John Day R.F.D. Chmn.
10/24/89 Evelyn Dipson	PRAIRIE CITY RURAL F.D. BOARD MEMBER
10/26/89 Jenevieve G. Farrell	Campan City Council person
3/20/90 Tom Beard	Monument Council person
3/24/90 Caryl Magee	Grant County
3-20-90 Betty Richards	Rayville Mayor
6-20-90 [Signature]	Walt Vernon Beard board member
6-20-90 Vera Olson	
6-30-90 Ralph Bernards	