

FEBRUARY 27, 2018



2017 PUBLIC SAFETY OVERVIEW

ANNUAL REPORT

CITY OF JOHN DAY
450 E. MAIN STREET,
JOHN DAY, OR 97845

MESSAGE FROM THE DIRECTOR

In 2017, the Men and Women of the John Day Police Department, Fire Department and Emergency Communications 9-1-1 Center continued to serve the citizens of Grant County with incredible resilience. The year brought some new challenges for our public safety agencies with some out of the ordinary events happening. We had a summer packed with visitors of all kinds and from all around the world. We had some events that brought fun and entertainment, and unfortunately some tragedies also.

The first event, the National Rainbow Gathering, came rather unexpectedly with less than a week's notice. It brought over thirteen thousand people with it. During this time there were many arrests made by OSP and USFS law enforcement near the event site. The City of John Day saw many of the attendees as they came to town and frequented our grocery store for supplies. Directly following the event as the crowd left the area there were a number of attendees that stayed around John Day for a period of time, sleeping where they could and some bathing in public fountains and with hoses. The problems associated with a large gathering of this nature, created more than double the call volume for our public safety officers.

August 21 was a total solar eclipse, with parts of Grant County in the path of totality. Our employees were involved in the preparation for the gathering for several months prior to the event. When the crowd left the area after the viewing, the bumper-to-bumper traffic in front of the Police Department/9-1-1 Center moved at a crawl for over 5 hours. The 9-1-1 Center prepared for this event and was double staffed during peak hours from the 16th through the 22nd. Calls for service tripled during this time for the 9-1-1 Center.

Amongst the other daily duties was the reality of financing public safety agencies in this economy. The County put an operating levy on the ballot in November to help bridge the gap in funding for the 9-1-1 Center. The levy failed, with a 44 percent Yes and 56 percent No. After the ballot measure failed, the City announced that it would no longer continue to fund the 9-1-1 Center. With the distinct possibility of outsourcing Grant County's 9-1-1 service, the reality of each of our dispatchers losing their jobs was an added burden to deal with for the people that already have a most stressful career.

Then the unimaginable event came at the end of the year. On November 30, a residential structure fire took the lives of two small children and injured others. The professionals who responded, whether it be by handling the 9-1-1 call or responding to the scene, will forever be impacted by this horrific incident. Yet they put their uniforms on the next day and respond to the next call that duty demands, as if it was just another day. These are the men and women that make up the John Day Police Department, Fire Department and Emergency Communications 9-1-1 Center.

*Valerie Maynard
9-1-1 Emergency Communications Director*

2017 PUBLIC SAFETY OVERVIEW

PUBLIC SAFETY DEPARTMENTS

Departments	Manager
Police	Richard Gray, Chief of Police
9-1-1 Dispatch	Valerie (Luttrell) Maynard, Emergency Communications Center Director
Fire	Ron Smith, Fire Chief

OBJECTIVE

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

There are four sections to the report: 1) Public Safety Overview; 2) John Day Police Department; 3) 9-1-1 Emergency Communications Center; and 4) Fire Department.

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 EVENTS AND 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. The police department is overseen by Chief Richard Gray and employed 4.5 officers and three reserves in 2017. The 9-1-1 Center Director is Valerie (Luttrell) Maynard. The 9-1-1 Center employed 5.5 staff in 2017. The fire department is served by an all-volunteer force of 13 volunteers under the direction of Ron Smith, our Fire Chief. 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.

Digital communications. In 2017, the City launched its Facebook page and social media updates for police and dispatch. This program worked well during the 2017 Eclipse. The City used it throughout 2017 to engage online with our residents.

The Rainbow Family of Living Light. An unexpected gathering of the Rainbow Family took place just south of John Day from the end of June through the Fourth of July. An estimated 13,200 people attended the event. Law enforcement officials gave citations for drug use, camping too close to streams, assault and other violations and arrested approximately 15 gatherers. Two people died at the gathering — one collapsed for unknown reasons, another had a heart attack.

The Great American Eclipse. The City hosted an estimated 10,000 visitors during the weekend of September 21, 2017 for the Great American Eclipse. Visitors came to John Day from all over the world to view this singular event. All city staff, including public safety professionals, were on-hand during the event. They were supported by a reserve unit from the Oregon National Guard. An emergency response coordination center was also established in the John Day Fire Station and was staffed by the Oregon Department of Transportation, Grant County emergency response staff, and other state and federal agencies.

9-1-1 Funding and local option ballot measure. The City successfully lobbied the state legislature in 2017 for an appropriation of \$420,000 to operate the 9-1-1 Center for fiscal year 2018 and 2019. This funding was appropriated in House Bill 5006. As a condition of receiving the funds, the County Court committed to submitting a ballot measure referral to county voters asking them to vote on a tax of 38-cents per \$1,000 assessed property value to offset future operating deficits. Though the ballot measure was ultimately defeated, the state appropriation and referral increased local awareness of ongoing fiscal challenges with providing this public service.

Community Health Needs Assessment. The City continues to participate 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. Community-oriented 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 Director 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.

Community-oriented policing. The JDPD continues to look for ways to advance best practices in law enforcement. The department continued assessing internal policies and practices in keeping with the tenets of the *Final Report of the President's Task Force on 21st Century Policing*. The department began updating its internal policies through a LexiPol contract issued at the end of 2017. 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 spent \$1,050,493 on public safety in fiscal year 2017. Excluding the offsets from outside revenue, the net expense incurred by John Day taxpayers was \$572,106. 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. Over the past twenty years, the annual cost to provide police and emergency communications services increased 3.5 times faster than the City's property tax base. Because the state 9-1-1 tax funds only a portion of the cost for the ECC, local taxpayers must fund the deficit for these services.

Small agency-based crime reduction strategies. In our 2016 report, we discussed the challenges facing small agencies. 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. These challenges persist in 2017. The police department has not adopted 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.

Increased demand for services. The ECC saw its highest call volume in 2017 of any other year. The 9-1-1 Center's call volume increased 12% in 2017. All users except the fire departments experienced increased calls for service. The largest increase for law enforcement agencies was in calls to the Grant County Sheriff's office, which went up by 16% (from 2,566 in 2016 to 2,976 in 2017).

Employee attrition. Officer Mike Durr left the police department in December 2016 after serving for nearly three years as a John Day Police Officer. Larry Sherman retired in June, after 13 years of service with the department as a Reserve Police Officer. We are grateful for their service. While natural attrition occurs in every public agency, it places increased strain on smaller departments that lack the resources and financial incentives to recruit experienced officers. Attrition also places an increased burden on the remaining staff and affects overall public safety service levels. In this case, the City will no longer be able to provide victims assistance services for the Grant County District Attorney's office that Officer Durr made possible.

ORGANIZATION CHART (2017)



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 2017 included:

- Sex abuse case where the female victim 16, reported to JDPD she was having sex with a 27 year-old male;
- Two subjects arrested, one for Reckless Driving and the other for Possession of Controlled Substance – during the investigation Officer Durr and Officer Moore then recovered a reported stolen vehicle out of Forrest Grove;
- Local resident arrested for shooting and killing a dog within city limits;
- JDPD assisted GCSO and OSP in a homicide case;
- Officer Moore and OSP investigated a case of a reported stolen vehicle from Umatilla County; the suspect drove the vehicle to Grant County, later abandoning the vehicle at the west city limits; five days later, the suspect stole a vehicle from a residence on South Canyon Boulevard; the vehicle was later located by Officer Moore and driver was arrested and charged with unlawful use of a motor vehicle;
- Apartment complex fire, two children died, one adult and one child flown to the burn center in Portland, and two teenage boys were placed in DHS care.

POLICE DEPARTMENT STATISTICS

Total activity reported. The JDPD made 104 arrest in 2017 (down from 117 arrests in 2016), an average of one arrest every three days. Arrests by type and count were as follows:

- Animal abuse 1st, 1
- Agency assist, 1
- Assault, 3
- Assaulting law enforcement/resisting arrest/harassment, 1
- Criminal mischief, 3
- Criminal trespass, 1

- Disorderly conduct, 8
- Domestic disturbance, 7
- DUII, 7
- Driving while suspended, 1
- Harassment, 5
- Hindering prosecution, 1
- Initiating a false report, 1
- Menacing, 2
- Minor in possession of tobacco, 1
- Possession of a controlled substance (PCS), 1
- PCS methamphetamine, 1
- Probation violation, 8
- Reckless endangerment/criminal mischief, 1
- Reckless driving, 1
- Robbery 3, 1
- Sex abuse, 1
- Theft, 8
- Theft 3/PCS Meth, 1
- Trespass 2nd, 1
- Unlawful possession of a firearm, 1
- Unlawful use of a motor vehicle, 2
- Violation of a restraining order, 4
- Violation of conditional release, 2
- Violation of release agreement, 2
- Violation of no contact order, 2
- Warrant, 27

Local crime rates. Comparison data for local crime rates were derived from the 2016 Annual Oregon Uniform Crime Report – Section 8 (Agency Summary by County). These data lag one year behind our public safety report and as a result are a comparison of 2016 year-end totals. Across Grant County, there were no reported incidents in 2016 of crimes against persons for willful murder, negligent homicide, forcible rape, kidnapping or robbery. Thirty-eight offenses against persons were reported for the following categories: simple assault (26), aggravated assault (7), other sex crimes (3), and other criminal threats (2). These offenses resulted in 23 arrests.

For crimes against property, 198 offenses were reported in 2016 for the following categories: larceny (105), fraud (50), burglary (16), vandalism (12), motor vehicle theft (10), stolen property (3), and forgery/counterfeit (2). No offenses were reported for unlawful entry into a motor vehicle, arson, embezzlement, extortion/blackmail or bribery.

Larceny continues to be the single largest property crime violation accounting for over half of all property crime. Simple assault continues to be the largest crime against persons accounting for 68% of all crimes against persons.

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.

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.

The City increased awareness of animal complaints during 2016 through media announcements and newsletters. Dog complaints declined by 15% in 2017 from 2016 levels. There was a reduction in the number of at large complaints, animal attacks and other offenses (table 1).

TABLE 1. ANIMAL COMPLAINTS FOR JOHN DAY, 2016 TO 2017

INCIDENT TYPE	2016 COMPLAINTS	2017 COMPLAINTS	CHANGE
BARKING	12	16	+4
AT LARGE ONLY	24	18	-6
AT LARGE & ATTACKED ANIMAL	6	3	-3
BIT A PERSON	6	3	-3
OTHER	10	9	-1
TOTAL	58	49	-9

Traffic enforcement. The number of reported traffic collisions in 2017 was fairly close to 2016 levels. A total of 16 hit-and-run crashes were reported (down from 22 in 2016). John Day police officers pulled 13 cases for motor vehicle crashes. In 2017, the JDPD performed 421 traffic stops (up from 210 in 2016) and issued 185 citations (up from 82 in 2016). Additionally, the JDPD issued 236 traffic warnings (up from 128 in 2016). Citations rose significantly because of the increase in visitors to our area.

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 John Day Police Department began using Facebook for social media updates in 2017. This proved to be an effective communication tool during the 2017 Eclipse and the Rainbow Family Gathering. The department used Social media throughout the year to keep residents informed about upcoming events and law enforcement activities.

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 8,500 hours of training and 95.5 years of service (figure 1).

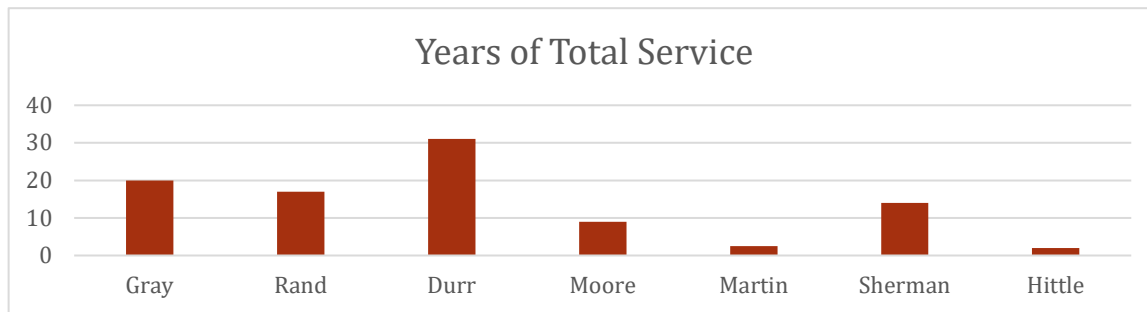


FIGURE 1. TOTAL YEARS OF SERVICE BY OFFICER

2017 Training highlights. For the 2017 training year, police officers completed the following training hours:

- Chief Gray, 75 hours
- Sgt. Rand, 39.5 hours
- Officer Durr, 90 hours
- Officer Moore, 60.5 hours
- Officer Martin, 104.5 hours
- Officer Hittle, 4 hours

Officer Martin entered the Police Academy on September 10, 2017. He successfully completed all requirements and graduated on January 19, 2018. He will complete his field training and is expected to become a certified police officer in 2018.

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 2 shows certification levels for each officer.



TABLE 2. 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 minimum time employed and field training)

EQUIPMENT

Police vehicles. The JDPD reported in 2016 that its vehicle fleet was aging and consisted largely of high mileage vehicles (table 3). The City began implementing an inventory management system in 2017 to develop a financial strategy for improving the quality of the police vehicles.

TABLE 3. POLICE VEHICLES BY MODEL AND MILEAGE (2016 DATA)

Vehicle	2003 Tahoe	2005 Crown Vic	2008 Crown Vic	2008 Impala	2011 Crown Vic
Mileage	108,954	150,500	144,255	67,449	55,560
Replacement Vehicle	2016 Tahoe	2013 Charger	TBD	2013 Charger	TBD

The city purchased a new 2016 police package Tahoe in July. Chief Gray took on the setting up of the vehicle, saving the department approximately \$8,500 in labor fees. The department is planning to receive two 2013 Dodge Chargers for the patrol fleet. This will allow the department to take the 2008 Impala, 2005 Crown Vic and the 2003 Tahoe off line. The 2008 Crown Vic has already been taken off line and is ready for bid. In May 2017, the Hines PD donated a 2009 Dodge Charger for patrol, after having the vehicle on the road Sgt. Rand found the frontend is in need of repair as well as several other issues. Chief Gray is researching the cost for repairs and may decide to surplus this vehicle. The department will continue to solicit larger agencies for donated vehicles.

Shooting range. In 2008, several officers helped to build a shoot house. This shooting range is open to other departments and officers during their off duty time and hosts an annual hunter safety course. The shooting range was cleaned and all metal was removed after a Grant County Deputy received an injury from shrapnel after shooting some metal targets.

POLICE FUNDING

Police expenditures. The City spent \$432,222 on police services in FY17, a reduction of \$14,801 (or 3%) over FY16 spending of \$447,023. The average cost per police officer in FY17 was \$96,271. These costs are consistent with other police departments in cities with fewer than 10,000 residents in eastern Oregon (table 4).

TABLE 4. COMPARATIVE COSTS OF POLICE SERVICES FOR SMALLER AGENCIES IN EASTERN OREGON

Department (# of officers/ full-time staff)	County	Police Department Budget	Officers Per 1,000 Residents	Cost Per Officer
Baker City (18)	Baker	\$ 1,910,602	1.8	\$ 106,144
Nyssa (7)	Malheur	\$ 722,003	2.1	\$ 103,143
Burns (4)	Harney	\$ 445,862	1.4	\$ 93,750
John Day (4.5)	Grant	\$ 432,222	2.6	\$ 96,271
Hines (3)	Harney	\$ 278,266	2.0	\$ 92,755
Enterprise (4)	Wallowa	\$ 355,563	2.0	\$ 88,890
Eastern Oregon (Average)		\$ 690,753	2.0	\$ 96,825

The City of John Day had the highest rate of police coverage in eastern Oregon in 2017 at 2.6 officers per thousand residents.

Police expenditures have grown historically by just over \$10,000 per year, on average, for the past twenty years (figure 2). Annual expenditures for police coverage over this period increased from just under \$250,000 in 1998 to just over \$432,200 in 2017.

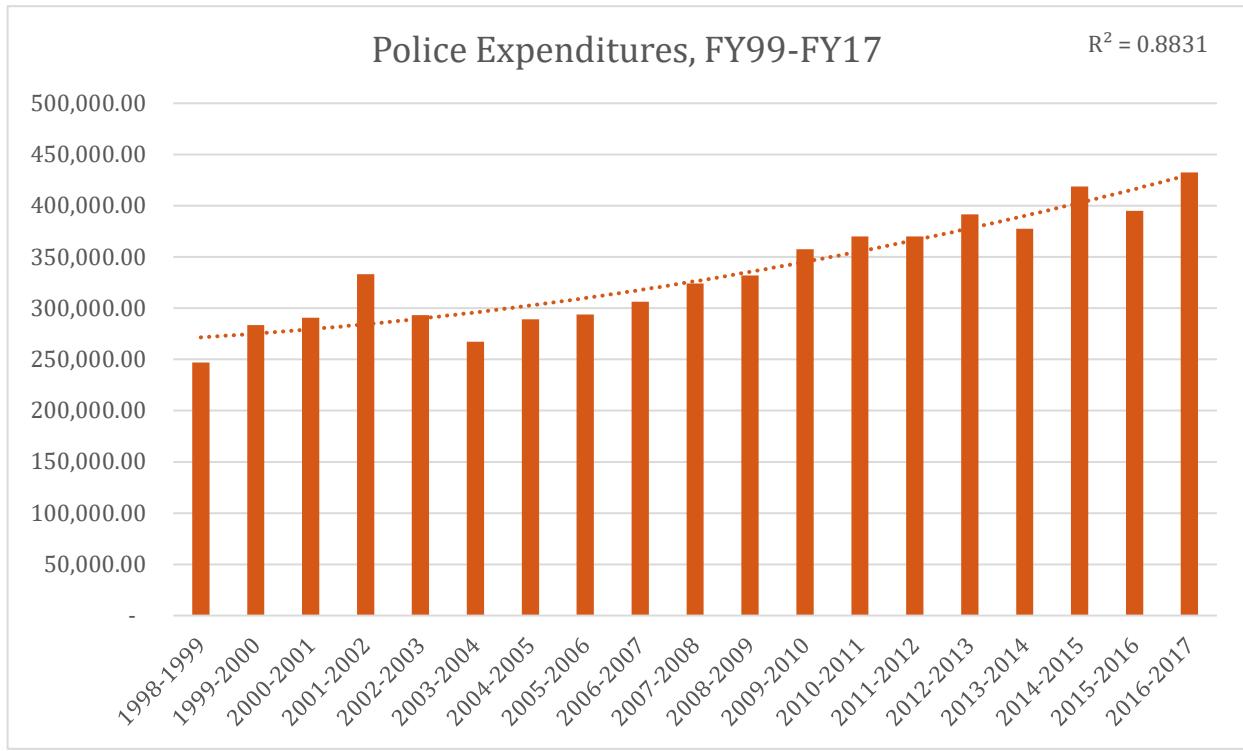


FIGURE 2. POLICE EXPENDITURES SINCE 1998

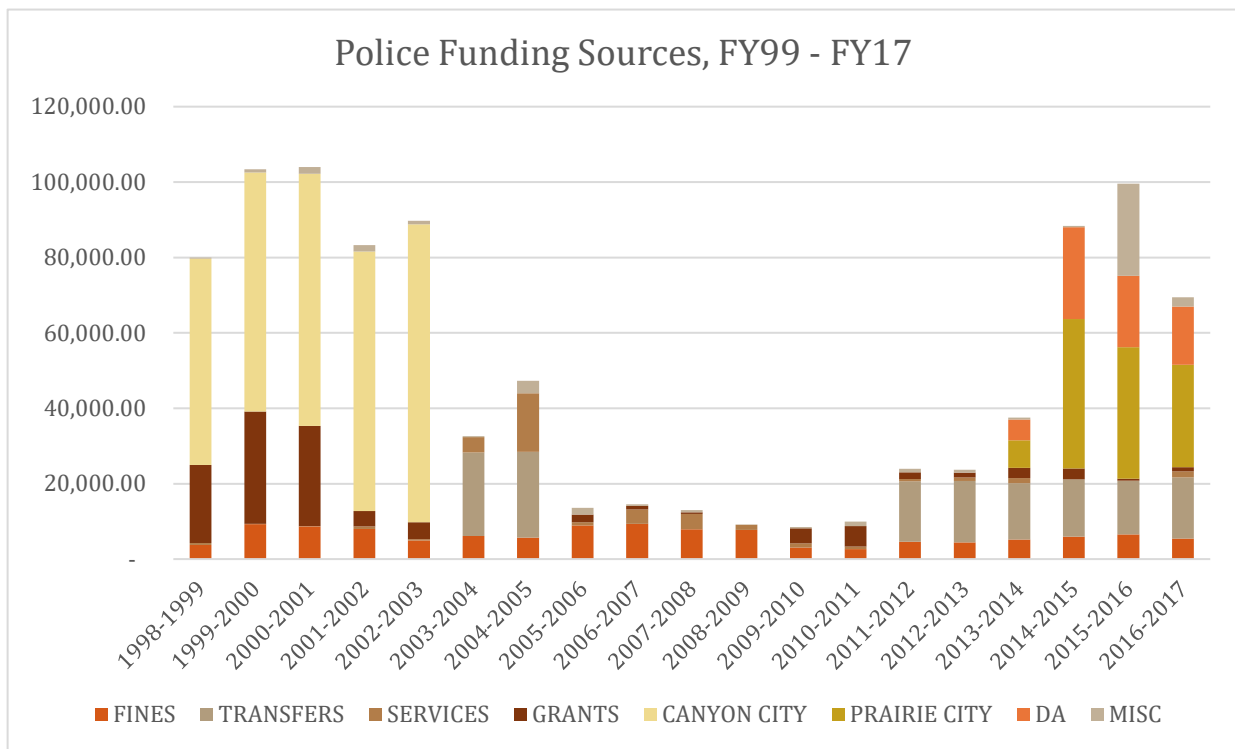


FIGURE 3. POLICE REVENUE SINCE 1998

Police revenue. The JDPD received \$11,910 in charges for services in FY17 and an additional \$43,741 in operating grants and contributions. The balance of \$376,571 to fund the department came from general fund revenue.

Police funding over the past twenty years has varied based largely on the services the department was able to provide through contracts with other jurisdictions (figure 3). Revenue peaked in the late 1990s from police services provided to Canyon City, which were discontinued in 2003. Contracts for services to Prairie City and the Grant County District Attorney’s office resulted in increased revenue from 2014 to the present, but these revenues declined this year and are expected to decline further in 2018 due to officer attrition.

Financial summary. Costs for police services have grown significantly faster than revenue over the past twenty years, with funding deficits some years in excess of \$367,000 over program revenues (figure 4).

Police departments are not intended to be financially self-sufficient through service charges; however, the growing deficits have left the department with an unsustainable fiscal forecast. Spending on police services exceeded John Day’s property tax receipts in 2017 by 150%. John Day ranked #8 out of 155 Oregon cities that reported spending for police services in FY17 (when indexed against property tax receipts).

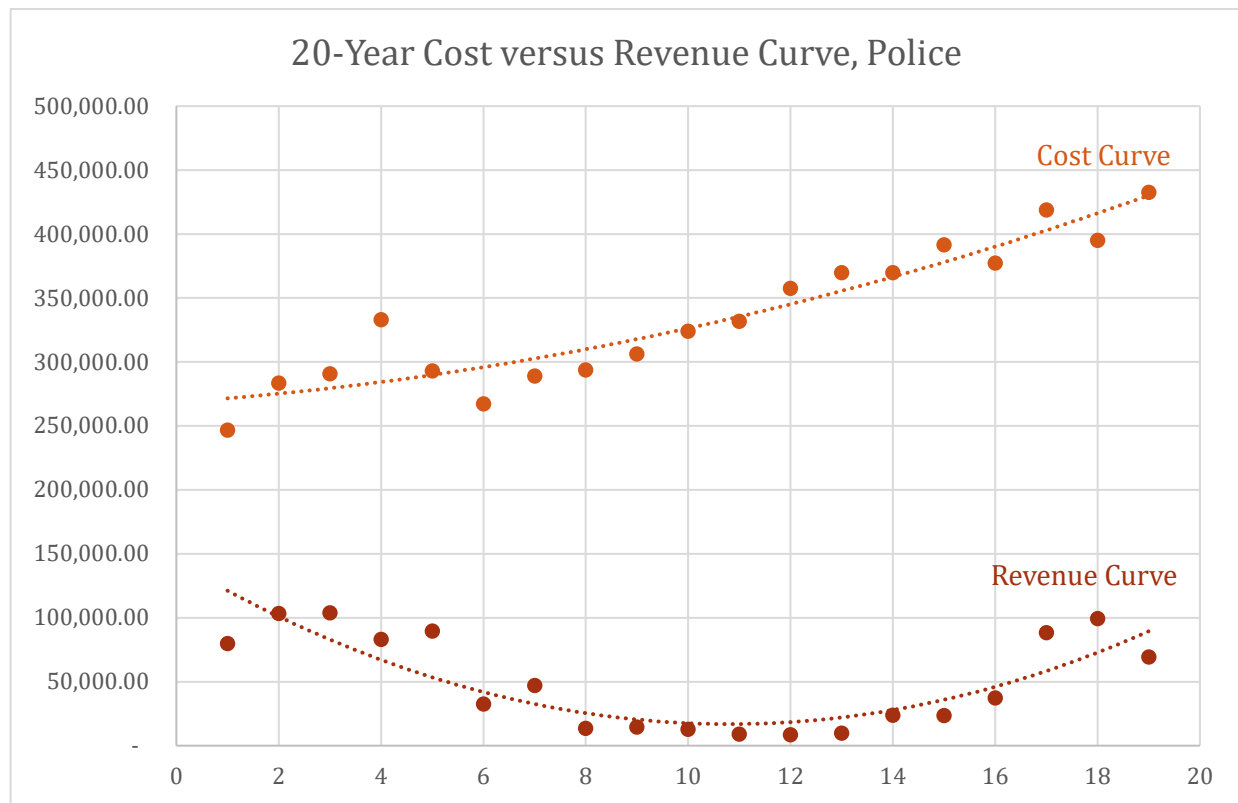


FIGURE 4. 20-YEAR COSTS COMPARED TO PROGRAM REVENUE FOR JOHN DAY POLICE DEPARTMENT

9-1-1 EMERGENCY COMMUNICATIONS CENTER

ECC TRAINING & CERTIFICATIONS

The City is fortunate to have six DPSST certified 9-1-1 dispatchers on its staff. Savannah Lovell and Andrew Martin completed their Basic/Emergency Medical Dispatch certifications in 2017. Angia Hannibal completed her Intermediate certification in January 2018 (table 5).

All dispatchers attended Oregon National Incident Based Reporting System (ONIBRS) training January 2017. Director Maynard completed the Field Training Evaluation Program (FTEP) in June and attended 9-1-1/ The Association of Public Safety Communications Officials (APCO) quarterly meetings in March, May and October. Shiela Kowing attended a law enforcement records conference in May. Cammie Haney participated in Crisis Intervention Training from April – May; she applied for and received a \$500 scholarship from APCO for online leadership training.

TABLE 5. DISPATCHER CERTIFICATION LEVELS

DISPATCHER	CERTIFICATION LEVEL
VALERIE MAYNARD	Advanced
SHIELA KOWING	Advanced
CAMMIE HANEY	Advanced
ANGIA HANNIBAL	Intermediate
SAVANNAH LOVELL	Basic
ANDREW MARTIN	Basic

ECC STATISTICS

The ECC handled 8,657 calls for service in 2017, a 12% increase over the 2016 call volume. Of these, 1,648 were calls made to 9-1-1. Calls to the 9-1-1 emergency increased by 9.4% (table 6).

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

CALL BY TYPE	NO. OF CALLS (2016)	NO. OF CALLS (2017)	PERCENT CHANGE	PERCENT OF TOTAL (2017)
AMBULANCE	801	876	9%	10.1%
CITY & RURAL FIRE	296	266	-10%	3.1%
USFS / ODF FIRE	115	108	-6%	1.2%
JD POLICE DEPT.	2857	3189	12%	36.8%
GCSO	2566	2976	16%	34.4%
MENTAL HEALTH	44	54	23%	0.6%
JD PUBLIC WORKS	106	147	39%	1.7%
PUBLIC ASSIST. / MISC.	973	1041	7%	12.0%
TOTAL CALL VOLUME	7758	8657	12%	100%
<i>911 Calls:</i>	<i>1507</i>	<i>1648</i>	<i>9.4%</i>	

ECC 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.

ECC FUNDING

There are 43 Public Safety Answering Points (PSAPs) in Oregon. Less than 20 of the 43 PSAPs are operated by cities; most are managed by counties, special tax districts or a regional entity. This responsibility is partially funded through the state's Emergency Communications Tax, which is 75 cents per month per phone line.

Prepaid wireless products are now also taxed at sale, at a rate of 75 cents per transaction. Local governments receive approximately 60 percent of 9-1-1

taxes, but the taxes generally cover less than 25 percent of the costs of total PSAP operations. The local government share is 1 percent to each county, with the remainder distributed per capita.

9-1-1 Expenditures. The John Day ECC employs 5.5 full-time dispatchers. The ECC department cost \$425,224 in FY17, up from \$406,100 in FY16. Administrative costs were added to the FY17 budget that were not included in FY16.

9-1-1 expenditures have grown historically by just over \$12,000 per year, on average, for the past twenty years (figure 7). The cost to provide 9-1-1 service increased from \$201,848 in FY99 to a high of \$420,102 in FY2013. Operating costs in FY17 were \$386,447. Actual costs were higher than those reflected in this report due to the City not charging administrative expenses to the department for 13 of the last 18 years, from FY99-FY09 and again from FY16-FY17.

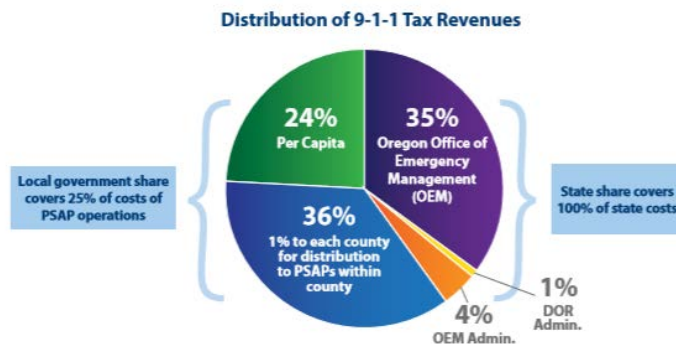


FIGURE 5. DISTRIBUTION OF STATE 9-1-1 TAX REVENUE

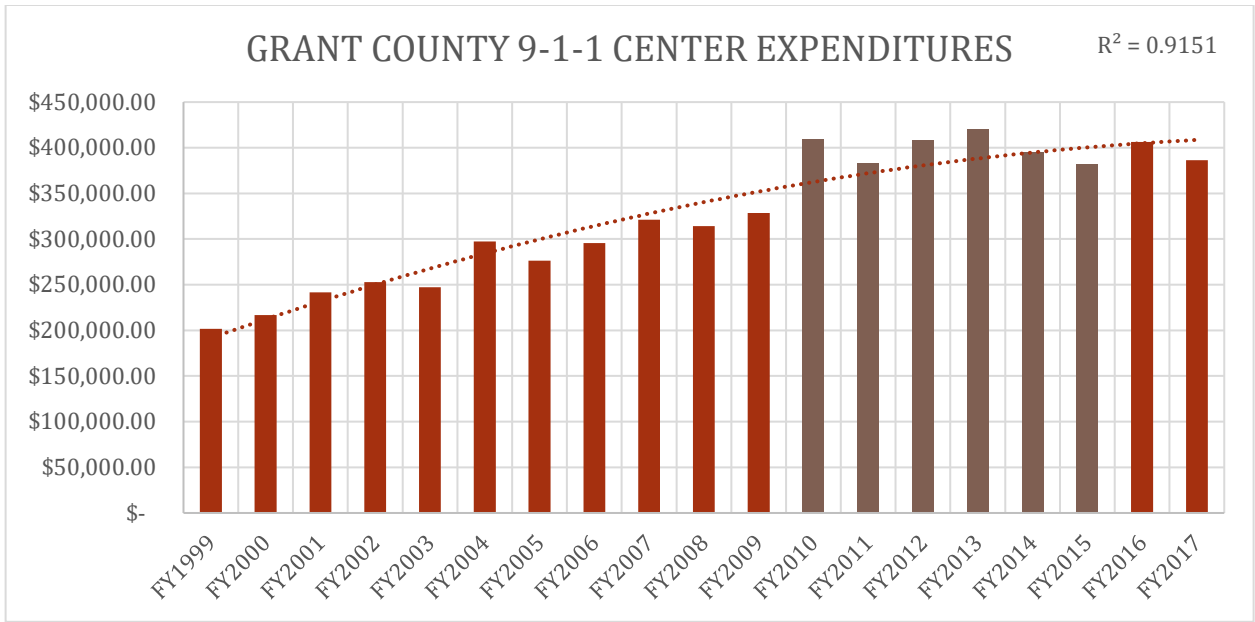


FIGURE 6. 9-1-1 EXPENDITURES SINCE 1998 (RED INDICATES YEARS WITH NO ADMINISTRATIVE CHARGES)

9-1-1 Revenue. The 9-1-1 Center received \$274,501 in revenue from the state 9-1-1 tax in FY17. This covered 65% of the cost to operate the department. Contracts for service and payments from 9-1-1 users amounted to \$102,519. Payments from rural fire districts and other cities accounted for \$1,250, less than one percent of total operating costs. The balance of \$69,857 was comprised of transfers from the City of John Day general fund and enterprise funds (figure 8).

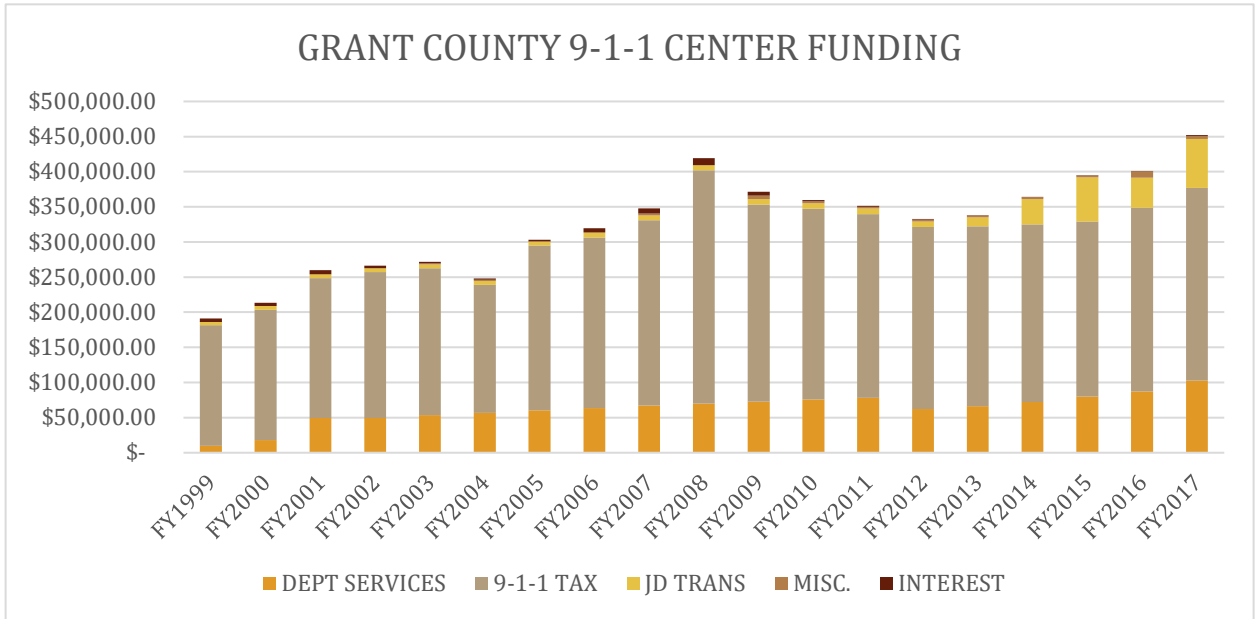


FIGURE 7. 9-1-1 REVENUES SINCE 1998

Costs to operate the 9-1-1 Center vary by year based on a number of factors, including employee tenure and associated benefits and local equipment costs. Revenue also varies based on state 9-1-1 tax collected by the Department of Revenue (DOR) and remitted to the Office of Emergency Management (OEM). A missed quarterly payment in FY2004 was made up for when the fund was

transitioned to the Military Department in FY2008 (figure 9). From that point through FY2015 there were seven years of declining state tax revenue.

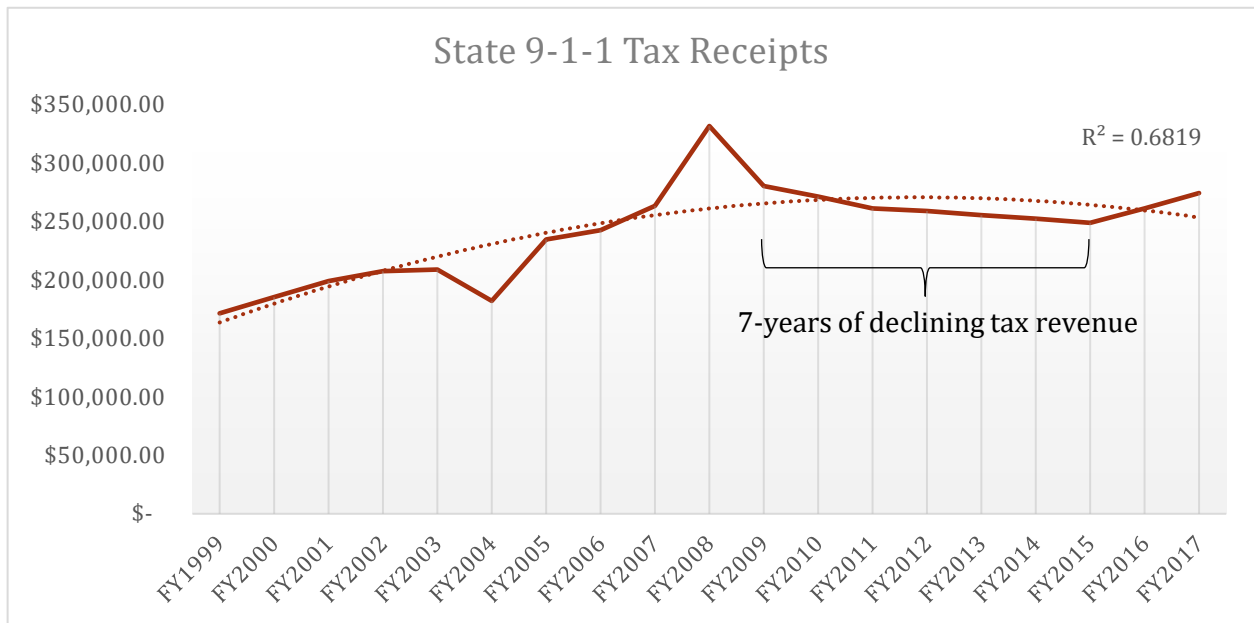


FIGURE 8. STATE 9-1-1 TAX RECEIPTS SINCE 1998

The net effect of the declining state tax revenue on top of continuing cost escalation from PERS, health insurance and personnel expenditures has resulted in a significant cost-revenue imbalance, one that grew from approximately \$30,000 in 1998 to more than \$145,000 today (figure 10).

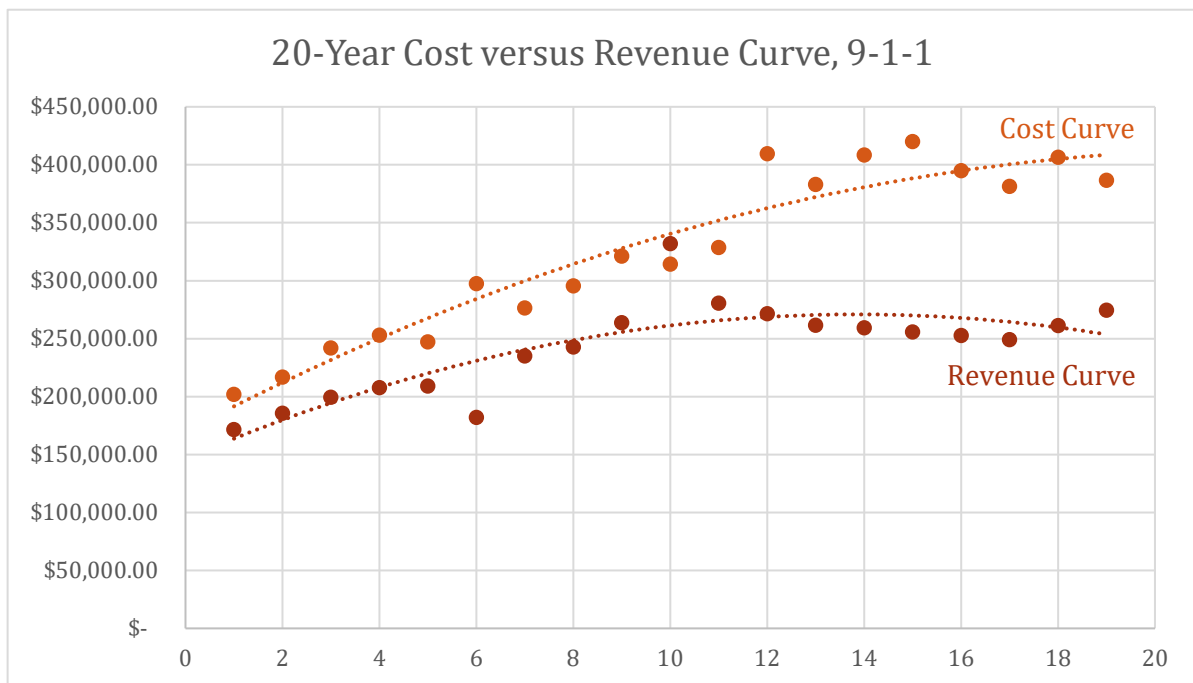


FIGURE 9. 20-YEAR COSTS COMPARED TO 9-1-1 TAX REVENUES FOR JOHN DAY 9-1-1 CENTER

State funding appropriation and 9-1-1 ballot measure. The City proposed a new local cost sharing agreement for the 9-1-1 Center in FY17 to help offset the cost of operating the department. This agreement was ultimately not adopted due to the receipt of a state appropriation of \$420,000 to fund the center through June 30, 2019.

As a condition of receiving the state funding, the County Court referred ballot measure 12-69 to voters in November 2017. While the ballot measure did not pass, it did highlight the financial challenges associated with providing this service. It also provided valuable lessons learned about local perceptions of 9-1-1 service delivery.

Three common themes were heard during public discussions around ballot measure 12-169:

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, not based on their taxable property.

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. Many residents felt that this countywide service should be governed by an agency independent of the City, one that is responsible to all tax jurisdictions.

3) *Cost.* Perspectives and understanding of the cost to provide the service differed between residents. Many acknowledged the budget deficits but said they would prefer an increase in their monthly telephone bills rather than another property tax; some questioned the cost of the service and said they would prefer to outsource the service if the cost were lower; others felt the proposed 38-cent tax was reasonable.

The current tax of 75-cents per telephone line sunsets in four years (on December 31, 2021). APCO organized a Financial Task Force to make policy recommendations on state 9-1-1 funding options in 2017 and in 2018, the Task Force was moved to a legislative subcommittee.

The subcommittee is proposing to request a tax increase through OEM and is asking for the Governor's support. This effort requires multi-agency collaboration to succeed and will trigger legislative questions on NextGen 9-1-1 costs, PERS/Healthcare reform, and consolidation (how many 9-1-1 Centers should the State fund and to what extent). APCO is compiling a data request for all PSAPs to start building justification for the tax increase. The subcommittee is planning the request for the 2021 legislative session, but much work remains to be done and the outcome is uncertain.

9-1-1 Center transition process. In November 2017, after the failed ballot initiative, the city council made the difficult decision to discontinue providing 9-1-1 service by June 30, 2019. The City formed a 9-1-1 Task force to consider three options:

Option A) Consolidating our department with Frontier Regional 911

Option B) Creating a bi-county cooperative 9-1-1 Center with an adjacent county

Option C) Replacing our current agency with a new agency at the county level and a new local cost sharing agreement under ORS 190.

These options will be researched and evaluated by the 9-1-1 Task Force and will be presented to the 9-1-1 User Board in 2018 for a decision.

JOHN DAY FIRE DEPARTMENT

SIGNIFICANT EVENTS

The 2017 fire season was fortunately low throughout Grant County. The John Day Fire Department responded to 42 calls for service. The John Day Rural Fire District, which operates as a separate tax jurisdiction but shares space and equipment with the John Day Fire Department, responded to 22 calls for service. Most calls are handled jointly.

The most significant of these was an apartment fire in Prairie City that occurred early in the morning on November 30 at the Strawberry Village apartment complex. Five children and their mother were inside the apartment when the fire started. Three boys ages 17, 12 and 4 survived; two girls ages 3 and 1 perished. The mother survived but was badly injured.

FIRE DEPARTMENT FUNDING

The fire department is funded through John Day general funds and does not have offsetting revenue from program services or state taxes. Operating expenditures within the department have remained fairly constant over the past decade due to the City employing only one part-time Fire Chief and an all-volunteer team of firefighters (figure 11). Operating expenditures for fire services in FY17 were \$80,671.

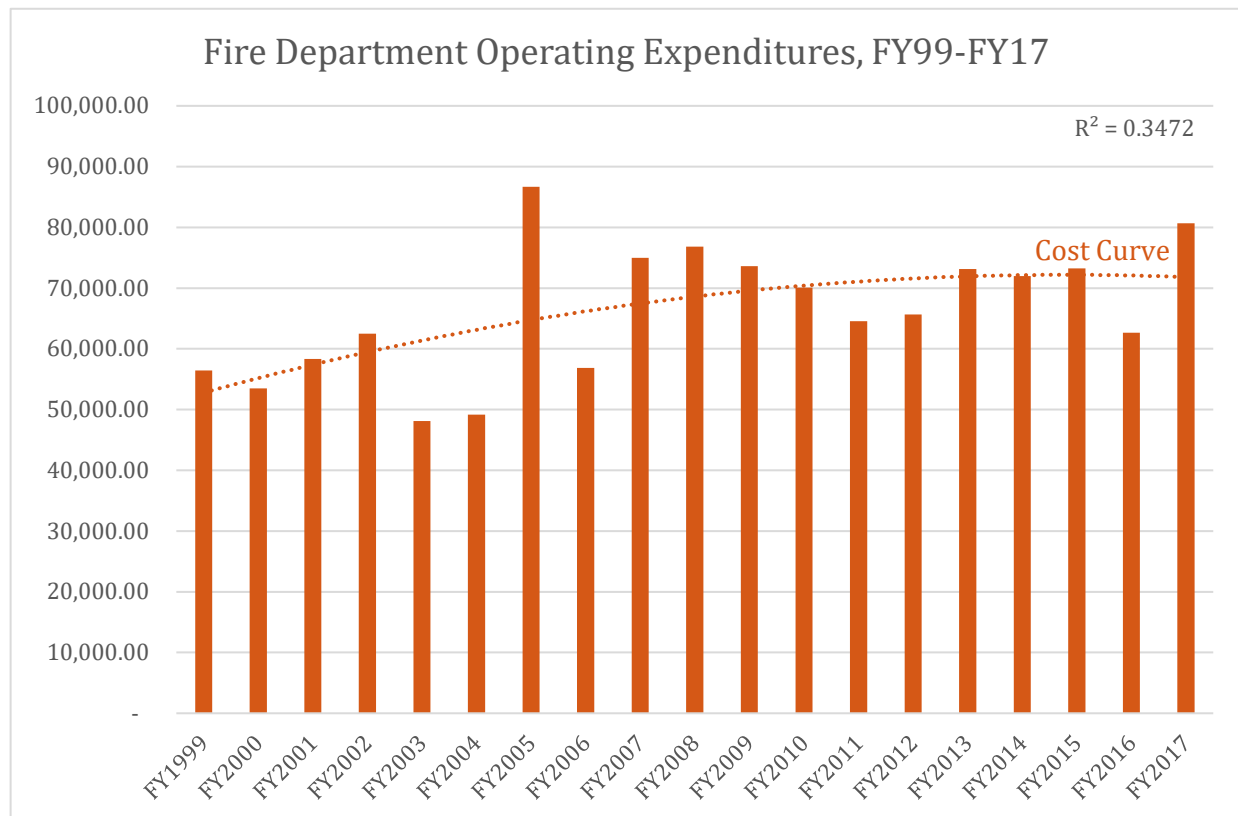


FIGURE 10. JOHN DAY FIRE DEPARTMENT EXPENDITURES SINCE 1998

SUMMARY

We are grateful for our community and the support they have shown throughout 2017. The year 2018 will bring significant changes for our public safety departments as we move forward with the 9-1-1 Center transition process and restructuring our police force to closer align spending with tax revenue.

Though the City faces difficult financial choices, these should not overshadow the exceptional work of our public safety employees. Throughout a difficult year, our staff have maintained their commitment to making our community safe. They will continue to provide the highest level of service possible for our residents and visitors.

POLICE DEPARTMENT CONTACT INFORMATION



<p>Chief Richard Gray grayr@grantcounty-or.gov</p>	<p>Sgt. Damon Rand randr@grantcounty-or.gov</p>	<p>Officer Mike Durr (resigned December)</p>
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<p>Officer Scott Moore moores@grantcounty-or.gov</p>	<p>Officer Andrew Martin martina@grantcounty-or.gov</p>	<p>Rsv. Officer Larry Sherman (retired June)</p>	<p>Rsv. Officer Joe Hittle hittlej@grantcounty-or.gov</p>
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