



**Cheryl Bledsoe, Director**  
**Department of**

**Communications and Emergency Operations Center**  
2200 Kaen Road, Oregon City, OR 97045

February 13, 2020

Board of County Commissioner  
Clackamas County

Members of the Board:

Approval of the 2019 updated C-COM Member Board Charter

<b>Purpose/Outcomes</b>	Update the C-COM Charter to reflect current business practices
<b>Dollar Amount and Fiscal Impact</b>	No fiscal changes for existing C-COM members. New member agencies will be required to pay ½ annual costs as technical transition fee to cover work required to add them into C-COM's systems.
<b>Funding Source</b>	C-COM Member agencies pay annual fees based on existing formulas that all have agreed to.
<b>Duration</b>	Effective July 1, 2019 and remains in effect through the next update (scheduled every 3 years)
<b>Previous Board Action</b>	Board signed the last Charter update in 2016. Policy Session 2-4-2020
<b>Counsel Review</b>	This contract has been reviewed and approved by County Counsel on August 6, 2019
<b>Strategic Plan Alignment</b>	1. Review & update C-COM Charter every 3 years 2. Ensure alignment of practice and documentation
<b>Contact Person</b>	Cheryl Bledsoe, Director – (503) 723-4875

**BACKGROUND:**

C-COM last updated its Member Board Charter in 2016. Upon the change in leadership at C-COM, the charter was brought to the Member Board to conduct the 3-year review, based on some changes being recommended to the meeting schedule.

The recommended changes include the following:

- References to “phone” were changed to “9-1-1 call” because the industry recognizes that not all incoming calls are voice-centric. This verbiage is more inclusive of text and other forms of incoming data requests,
- “Boring Fire District” references were removed due to fire district consolidation,
- The audience for the Law & Fire Service committees was clarified to be field-level supervisors and battalion chiefs. This aims to improve field-to-field level relationships and practices.

- Member Board voting changed from “majority approval” to 2/3<sup>rd</sup> voting requirement to add new agencies to the Member Board. This recognized that there is a disparate number of fire districts as compared to law districts. Majority votes meant that the fire services could overrule law enforcement on agency-affecting decisions for services, despite only funding 35% of the department’s budget. 2/3<sup>rd</sup> requires at least one law member must be in agreement with the change.
- Fire & Law Service Committees changed from quarterly to monthly meetings
- Member Board changed from quarterly meetings to monthly meetings
- E-Board moved from quarterly to ad hoc meetings to review budget, evaluate end-of-year fund balance, strategic plan updates, charter updates and contract guidance.
- Member Board Vice Chair and 2<sup>nd</sup> Vice Chair were changed from 1-year to 2-year terms and the condition for law & fire to rotate chair was eliminated
- Administrative record-keeping responsibilities were identified as belonging to C-COM
- Independent audit was changed from annually to bi-annually
- Capital Reserve Fund was renamed Capital Improvement Plan and shall be approved by the E-Board
- New Member Agencies shall be required to pay 6 months of contract costs to cover the technical transition for dispatch services
- Technical Advisory Committee was removed from the charter as these discussions are included in the Law & Fire Services committees which involve both the Operations & Technical Managers at C-COM
- Termination notification was moved from 9 months to 12 months so as to improve budget planning for future fiscal years

The C-COM Member Board approved the charter update at their Board meeting on July 19, 2019. Each agency signed the charter between August and December 2019.

**RECOMMENDATION:**

Staff recommends the Board approval of this charter update and countersignature of the Board Chair.

Respectfully submitted,

Cheryl Bledsoe, Director  
Clackamas 911 Communications (C-COM)

# CLACKAMAS COUNTY DISPATCH CENTER

## MEMBER BOARD CHARTER

### I. PURPOSE OF CHARTER

Clackamas County operates a Central 9-1-1 Public Safety Answering Point (PSAP) and Dispatch Center, hereafter referred to as CCOM. The center is located at 2200 Kaen Road, Suite A, Oregon City, Oregon 97045, and is a 24-hour operation serving law enforcement and fire agencies. The center is designed to provide 9-1-1 call answering and dispatching functions for member agencies. The law enforcement and fire agencies served are jurisdictions and service districts within Clackamas County.

In order to ensure the best service to the member agencies and to provide an avenue for operational and budgetary development from the member to the COUNTY, a Member Board, Executive Board and Service Committees are hereby formed with certain authorities, responsibilities and functions as described in this charter.

Member agencies include Canby Police, Clackamas County Sheriff, Gladstone Police, Molalla Police, Oregon City Police, Sandy Police, Canby Fire District, Clackamas Fire District #1, Colton Fire District, Estacada Fire District, Gladstone Fire Department, Hoodland Fire District, Molalla Fire District, and Sandy Fire District.

### II. BOARD OF COUNTY COMMISSIONERS

The center operates under the overall control of the Board of County Commissioners. Through the commissioners, the County has the responsibility for the formal adoption of the annual budget and for the personnel policies that cover the employees of CCOM.

The commissioners shall delegate the operational management of the center to the Member Board. The County Administrator serves as the administrator for the County and serves as the liaison between the commissioners and the Member Board

### III. MEMBER BOARD, EXECUTIVE BOARD and SERVICE COMMITTEES

- A. Member Board – The Clackamas County Dispatch Center Member Board will be referred to hereinafter as the “Member Board”.
- B. Executive Board – An Executive Board is hereby formed and is delegated authority and responsibility as defined in Section V.
- C. Services Committees – Two permanent committees are hereby formed with the Member Board (Fire/EMS Service Committee and Law Service Committee) and are delegated authority and responsibility as defined in

Section VI. The service committee Chairs shall each appoint a Chair and Vice Chair for their respective service committee.

#### IV. MEMBER BOARD

##### A. MEMBER BOARD MEMBERSHIP

The Member Board is comprised of:

1. One designated member of each fire and law enforcement agency using CCOM as its primary dispatching service. The governing body or official appointing the designated member may appoint alternate members to act in the absence of the designated member. The appointment of these alternates shall be certified in writing to the Board by the authority making the appointment(s). These are voting members.
2. An agency that has submitted a letter of intent to join the center upon approval by 2/3<sup>rd</sup> vote of all full Member Board Agencies. The letter of intent must contain language identifying a time line for joining. Upon approval, this agency must enter into a duly authorized Contract for 9-1-1 Answering & Dispatch Services before becoming a voting member.
3. One ex officio, nonvoting representative of the Clackamas County Dispatch Center (Director).
4. One ex officio, nonvoting designated representative of the Board of County Commissioners.
5. The Member Board may approve limited service to an agency and in turn will limit the agency's voting privilege based on the services it received. The service and vote limit will be approved by a 2/3<sup>rd</sup> vote of the Member Board.

##### B. MEMBER BOARD AUTHORITY AND RESPONSIBILITY

The Member Board has been delegated the responsibility for the operations of C-COM. It administers the operations through an Executive Board, Service Committees, Director and other committees as needed. The Member's Board authority and responsibility are as follows:

1. Reviewing and approving an annual budget upon recommendation of the Director. The budget will then be forwarded to the County Administrator for formal adoption by the County and incorporation into the County budget.

2. Participating in the selection of the Director.
3. Providing direction and approval of service delivery changes affecting both service groups as referred by the Executive Board.
4. Taking action on issues that are referred to the Member Board by the Executive Board.
5. Representation as a member of the bargaining team in labor contract negotiations and discussion of other bargaining issues.

#### C. MEMBER BOARD VOTING POWERS

1. The designated representative (or alternate) of each Member Agency may cast one vote in matters before the Member Board, as follows:
  - a. A quorum consisting of a majority of the voting members of the Member Board is required to conduct Board business.
  - b. All motions before the Board shall be carried by a 2/3<sup>rd</sup> vote of Board members voting at a duly called meeting. Board members may cast their vote by written proxy, submitted to C-COM in advance of meetings where a proxy vote will occur.
  - c. Budget approval will require a 2/3<sup>rd</sup> vote of those voting.
  - d. Approving an agency to enter into a contract with C-COM requires a 2/3<sup>rd</sup> vote of all full Member Board Agencies.

#### D. MEMBER BOARD OFFICERS

1. OFFICERS: The Executive Board shall consist of the Chair, Vice Chair and Second Vice Chair of the Member Board. The officers will be elected to serve two-year terms. Elections of the Member Board officers shall be held at a regularly scheduled meeting of the Member Board in February, with the terms commencing at the conclusion of the meeting. The Chair, Vice-Chair and the Second Vice Chair shall be elected by the Member Board at large from the membership of the Member Board.
  - a. CHAIR: The Chair will call and conduct all Member Board and Executive Board meetings.

- b. VICE CHAIR: The Vice Chair shall act as Chair in the absence of the Chair.
- c. SECOND VICE CHAIR: Second Vice Chair shall oversee the minutes and record keeping system. The Second Vice Chair shall act as Chair in the absence of the Chair and Vice Chair.

#### E. MEMBER BOARD MEETINGS

1. The Member Board will meet monthly.
2. The Chair may call a special meeting at any time following a minimum of 24 hour notice to all members, or alter the schedule as required. The Chair must call a special meeting within 72 hours following a request to do so by the Executive Board.
3. All Member Board meetings and Service Committee meetings shall follow Roberts Rules of Order.

#### F. RECORDS

1. The minutes and records of the Member Board and other meetings will be maintained by C-COM staff as assigned by the Director. A secure location will be provided by C-COM as a permanent and accessible depository for all Board records. All Member Board correspondence is to be in written form with copies maintained in the Board's records.
2. Minutes shall be distributed within seven working days after the meeting.
3. Budget status records shall be distributed monthly.
4. Independent audit records shall be distributed bi-annually.

#### V. EXECUTIVE BOARD (herein referred to as E-Board)

##### A. E-BOARD MEMBERSHIP

1. The three-member E-Board will consist of the Chair, Vice-Chair, and Second Vice Chair of the Member Board.
2. Membership must include at least one law and one fire representative.

## B. VOTING POWERS

1. Each E-Board member may cast one vote in matters before the E-Board. In the case of a tie, the issue will be sent to the Member Board for resolution.
2. Three members are required to conduct E-Board business. All motions shall be carried by a majority of the E-Board. Members may cast their vote by written proxy submitted to C-COM in advance of meetings where a proxy vote will occur.

## C. E-BOARD AUTHORITIES AND RESPONSIBILITIES

1. Provide direction to the Director in the development of annual operating and capital budgets, contract negotiations, strategic plan, charter review and audit.
2. Submit comments on an annual performance review of the Director to the County Administrator.
3. Review contracts with any person, firm or corporation, or any agency of government, as necessary to acquire goods or services for the operation of C-COM over \$25,000.

## D. RELATING TO E-BOARD MEMBERS

1. The E-Board shall respond promptly to all member concerns brought before the E-Board.
2. The E-Board shall serve as a mediator for differing members that relate to the center and its operations. In the event that a member is not satisfied with the results, the E-Board shall bring the issue before the Member Board.
3. The E-Board shall represent the members to the C-COM Director; if and when necessary, to the County Administrator; and, if still unresolved, to the Board of County Commissioners.
4. Consistent with laws, ordinances, and other agreements, the Director will consider and respond to recommendations regarding service delivery from the E-Board. If a conflict between laws, ordinances or agreements prevents compliance, the Director shall provide to the E-Board a written explanation of the conflict.

## E. E-BOARD MEETINGS

1. The E-Board shall at a minimum meet yearly to oversee and make budget recommendations.
2. The E-Board chair may call a special meeting at any time.
3. The agenda and minutes of the E-Board meetings shall be provided to all member agencies.

## VI. SERVICE COMMITTEES

### A. MEMBERSHIP

1. Fire Service Committee – The Fire Service Committee consists of all designated representatives, or their appointees, of member fire service agencies.
2. Law Service Committee – The Law Service Committee consists of all designated representatives, or their appointees, of member law enforcement agencies.

### B. MEETINGS

1. Service Committees shall meet monthly or as determined by the Service Committees..

### C. DUTIES AND RESPONSIBILITIES

The Service Committees shall perform the following functions consistent with laws, ordinances, other agreements, and sound management practices:

1. Each service committee shall select a Chair to serve for 1 year terms.
2. Provide direction in the development of dispatch protocol, procedures, policies and systems related to service delivery for their respective service.
3. Establish service levels and performance standards for their respective service. Changes in performance standards shall be approved by each Service Committee and forward to the Member Board.
4. Service level changes that affect both Service Committees will be shared at Member Board. Voting to adopt these changes cannot



occur until both Service Committees have recommended approval.

5. Serve as the Quality Assurance Group for their respective Committee.
6. Take action relating to the dispatch operations of the respective service so long as the action taken affects only the involved service. The C-COM Director shall implement the recommendations regarding program delivery consistent with sound management principles, ordinances, laws and agreements.
7. The Service Committees are delegated the task of approving Standard Operating Procedures which affect service delivery.

## VII. DIRECTOR

### A. SELECTION

1. There shall be a Director of the dispatch center. The selection committee for the Director shall include the E-Board and others as selected by the County Administrator.

The Director shall be selected on the basis of administrative and technical competence. Such Director shall have leadership and managerial experience in technical, financial and administrative fields. The Director will be an employee of the County.

### B. AUTHORITY AND RESPONSIBILITIES

1. The Director is a County employee who reports to the County Administrator. The Director shall file monthly reports to the Member Board regarding outstanding operational issues.
2. The Director shall be the administrative head of C-COM and shall be responsible for administration, budget, and personnel functions. The Director shall be responsible for call-answering, dispatching, records, communications, security and other communication center functions in conformance with the personnel policies of Clackamas County, the operation policies established by the Member Board and the performance standards as established by each Service Committee.
3. The Director shall act as executive staff person for the Member Board, E-Board and Service Committees, and shall attend all meetings thereof and shall give advice and assistance when requested.

4. The Director shall ensure that secretarial services are provided to the Member Board, E-Board and Service Committees. The services include compiling minutes of meetings, generating correspondence at the Board's direction and preparing agendas.
5. The Director shall prepare and present a proposed budget to the E-Board in accordance with Clackamas County budget timetables. The budget shall be prepared based on the established service levels and performance standards provided by the Service Committees and E-Board.
6. The Director shall have the authority to hire, promote, demote, discipline and terminate all C-Com personnel subject to policies approved by Clackamas County.
7. The Director shall designate agency representation on the bargaining team with the labor union representing County employees at C-COM.
8. The Director shall prepare, revise and modify Standard Operational Procedures (SOPs) subject to the approval of the Member Board or Service Committee as appropriate, prior to implementation.
9. The Director shall establish policies, consistent with County budget policy, for the expenditures of budgeted items for the 9-1-1 Communications Center. Such policies shall be submitted to the E-Board for approval, rejection or modification.
10. The Director shall develop appropriate long-range plans including strategic capital improvements, staffing, etc.

#### VIII. PERSONNEL

- A. The Director shall abide by Clackamas County personnel rules with respect to the employees, as long as Clackamas County continues to provide payroll and accounting services.

#### IX. BUDGET PROCESS

##### A. GENERAL

1. At the direction of the E-Board, the Director shall develop the annual operating budget. The budget period shall be on a fiscal year basis beginning on the first day of July of each year and ending on the thirtieth day of June each year. The budgetary process shall be in accordance with County budget timetables.

2. The operational costs for each Member Agency for the succeeding fiscal year will be determined and submitted to each agency within 10 days of Member Board's vote to adopt the annual budget.

## B. BUDGET COMMITTEE

1. The E-Board shall serve as the Budget Committee.
2. The E-Board shall participate with the C-COM Director through the four stages of budget preparation, as described below:

## C. BUDGET STAGES

1. Requested Stage: Service Committees shall work with the Director to determine their desired service levels and member assessments for the following year.
2. Proposed Stage: The Director shall present the total proposed budget for the dispatch center to the Member Board for discussion and approval of expenditure levels.
3. Approval Stage: The Member Board shall approve the C-COM budget by a two-thirds (2/3) vote of those present prior to submittal to the County Administrator. Should the budget not receive a two-thirds vote from the Member Board, the E-Board shall make a presentation to the County Administrator. The County Budget Committee shall then decide on the appropriation level to be included in the budget recommended to the Board of County Commissioners.
4. Adopted Stage: The Member Board and Director shall abide by the appropriation levels set in the adopted budget. Any program and/or operational changes requiring a supplemental budget must go through all budget stages set forth in this charter and comply with applicable County budget policy and local budget law.

## X. FUNDING

### A. C-COM FUNDING

It is intended for C-COM to be self-sufficient in its operation.

1. Costs of operating and maintaining C-COM are to be borne from grants, member fees provided by the members, and by 9-1-1 excise taxes as outlined in the following Section (2). These monies shall be for the sole and exclusive use of C-COM's

operation and administration, subject only to review during adoption of C-COM's annual budget and any necessary supplemental budgets adopted following County budget policy and local budget law.

2. Any excess of operating revenues over expenditures in any fiscal year shall be allocated to the next year's budget.
3. Capital Improvement Plan: C-COM will maintain a capital reserve fund dedicated for the replacement of equipment and facilities within C-COM. C-COM members annually contribute their portion to this fund as part of the regular budget. Funding of the capital reserve fund shall be based on a published amortization schedule of C-COM equipment. C-COM's portion of the replacement of equipment and facilities to be mutually determined by the Member Board and County. Any infrastructure fees or assessments shall be non-refundable. Members giving termination notice under Section XIV of this contract shall have their contribution to the capital reserve fund for that year refunded to them, once service has been terminated. Any excess in capital reserve funds or accounts shall be held for future equipment replacement and shall not be used to offset operating costs. This capital improvement plan shall be approved by the E-Board.
4. A copy of the County's independent financial audit shall be provided to each Member Board member.
5. Annual operational assessments are to be adjusted based on the cost of operation, added service requirements and number of Member Agencies. The supplemental budget process shall be used for increased expenditures in the approved budget except in the case of individual agency's or agencies' request for additional services.
6. Should a Member or a group of Members require the installation of equipment or performance of special services dedicated to their function, to the exclusion of others, that Member or group of Members will bear the entire cost of such equipment, installation, maintenance, and operation. Any infrastructure fees or assessments shall be nonrefundable.
7. Agencies may join C-COM at any time with 2/3rds approval of the Member Board. Agencies that join C-COM during a fiscal year shall have their annual costs based upon established formulas. The Agency shall pay for the months they are with C-COM in addition to technical infrastructure transition costs.

8. Agencies, wishing to join C-COM, must conform to the technical specifications of C-COM infrastructure by the date they transition to C-COM dispatch services. These specifications shall be outlined in an Appendix to this agreement.
9. Agencies, wishing to join C-COM, shall provide 6-months of dispatch service fees up front to cover all infrastructure adjustment costs which may include planning, policy updates and data entry costs.
10. Clackamas County Finance Department shall invoice all Member Agencies at the beginning of each month for dispatch services. The monthly charge is determined by dividing the annual dispatch service fee by 12 equal payments. The Agency shall pay the monthly charge within 30 days.

#### B. DIVISION OF COSTS

1. The ratio for the division of costs between law enforcement and fire services, shall be based a formula, recommended by the E-Board, and adopted by the Member Board, which represents the workload split between both disciplines.
2. Current costs of participation and the cost allocation formula between law and fire shall be provided annually to the members during the budget presentation.

#### XI. AMENDMENTS

This Charter may only be amended upon a two-thirds vote of all participating agencies.

#### XII. EFFECTIVE DATE

Upon authorization by the governing bodies of a majority of the member agencies listed in Section I, this agreement shall be in effect as and from July 1, 2019 and replaces the agreement dated July 2016 as signed by the Member Board Chair.

#### XIII. TERMINATION

The Member Agency's participation in C-COM may be terminated by either party as of the 30<sup>th</sup> day of June of any year by giving twelve (12) months prior, written notice to the other party.

XIV. SEVERABILITY

The terms of this Charter are severable and a determination by an appropriate body having jurisdiction over the subject matter of this Charter that results in the invalidity of any part shall not affect the remainder of this Charter.

XV. CHARTER REVIEW

This Charter shall be reviewed at least every three years.

XVI. ADDITIONAL MEMBER AGENCIES

Agencies seeking to join the original member agencies as a party to this Charter must be approved by the Member Board as outlined in Section IV (A), sign this Charter, and sign a Contract for 9-1-1 Answering and Dispatch Services with the County.

XVII. SIGNING OF CHARTER IN COUNTERPARTS

The County will sign the original copy of this Charter. Each member agency will sign a counterpart of the original of this Charter. The parties intend that all the signed counterparts taken together with the original will be considered as one original document, and given full force and effect as if all parties had signed one document.

Dated this \_\_\_\_\_ day of \_\_\_\_\_ -- ,2019

**Clackamas County Board of Commissioners**

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**County Counsel, Approved as to form**

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