

**CITY COUNCIL - BOROUGH ASSEMBLY  
JOINT WORK SESSION AGENDA**

Wednesday, April 19, 2017  
Kodiak Library Multi-Purpose Room  
7:30 p.m.  
(Borough Chairing)

*Joint work sessions are informal meetings of the Borough Assembly and City Council where elected officials discuss issues that affect both Borough and City governments and residents. Although additional items not listed on the joint work session agenda are sometimes discussed when introduced by elected officials, staff, or members of the public, no formal action is taken at joint work sessions and items that require formal action are placed on a regular Borough Assembly and/or City Council meeting agenda. Public comments at work sessions are NOT considered part of the official record. Public comments intended for the "official record" should be made at a regular Borough Assembly or City Council meeting.*

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1. Public Comments
2. Agenda Items
  - A. Accessory Dwelling Units
  - B. Marijuana Regulations Update
  - C. May 5th Opioid Presentation And May 22nd Community Plan
  - D. Legislators Visit To Kodiak
  - E. E911 Discussion  
[2017-02-06 Putney, Tim - Kodiak E-911 Surcharge](#)
  - F. Fisheries Work Group Update
3. Future Discussion Items
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**City of Kodiak**  
**KODIAK POLICE DEPARTMENT**  
**SUPPORT SERVICES LIEUTENANT**



Memorandum

To: Ronda Wallace, Chief of Police

From: Tim Putney, Lieutenant

Date: February 6, 2017

Subject: Kodiak E-911 Surcharge

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Introduction:

This memorandum was prepared for a joint work session between the Kodiak Island Borough and the City of Kodiak. The City is in the process of acquiring a modern E911 system that will be more expensive to operate because of advances in technology and impending FCC mandates. The current E911 surcharge is inadequate and does not include a collection of any surcharge from AT&T wireless customers. Kodiak is one of two areas in Alaska that only collect a surcharge of \$0.75 per line. Below is the surcharge current list of what other areas in Alaska collect:

- Anchorage \$2.00 per access line per month
  - Bethel \$2.00 per access line per month
  - Cordova \$2.00 per access line per month
  - Delta Junction \$2.00 per access line per month
  - Eagle River \$1.50 per access line per month
  - Eielson \$1.00 per access line per month
  - Fairbanks \$1.00 per access line per month
  - Fort Wainwright \$1.00 per access line per month
  - Juneau \$1.90 per access line per month
  - Kenai \$1.80 per access line per month
  - Kodiak \$0.75 per access line per month
  - Mat-Su Borough \$2.00 per access line per month
  - Nome \$2.00 per access line per month
  - North Police \$1.00 per access line per month
  - Petersburg \$2.00 per access line per month
  - Sitka \$1.48 per access line per month
  - Valdez \$0.75 per access line per month
  - Wrangell \$2.00 per access line per month
- (from GCI.com)*

The Kodiak Police Department (KPD) operates and maintains the only Public Safety Answering Point (PSAP) in the Kodiak Island Borough. In addition to the Kodiak Police Department and the Kodiak Fire Department, the Kodiak PSAP dispatches for both Bayside and Women's Bay Fire Departments. As jurisdiction dictates, the Kodiak PSAP may forward a 911 call to either the United States Coast Guard Military Police or the Alaska State Trooper dispatch center in Fairbanks, Alaska. In some instances the Kodiak PSAP will still offer support or coordinate with these agencies to send mutual aid, or dispatch the Kodiak Fire Department because they are the only ambulance service on the Kodiak road system. On an annual basis, the Kodiak PSAP handles an average of 24,000 phone calls, 5,000 walk-in complaints, and 6,000 911 calls.

The Kodiak PSAP has relied on the Plant CML ECS-1000 to process 911 calls for over 20 years. This system is no longer manufactured or supported. We have not been able to update this call processing architecture for over 15 years, and the equipment falls short of meeting FCC mandates. The current system has limited Automatic Number Identification and Automatic Location Information (ANI/ALI) capabilities. (The ANI/ALI server is old and will need to be replaced when we update the other 911 equipment.) The current system could not be integrated into any Computer Aided Dispatching (CAD) software and has never supported any mapping ability.

The City of Kodiak was awarded grant money (\$381,472.09) in December 2015 to help update our E911 equipment. The City contacted a consultant who drafted two RFPs (Request for Proposals) in December 2016: one for replacing the E911 system and one for CAD and records management software (RMS). The City is currently waiting for vendors to respond (deadline is February 15, 2017). The total budget for both projects is \$656,472.09 and we anticipate it will take a year from the date contracts are approved to complete.

911 in Kodiak; a Brief History:

An article on the front page of the August 16, 1968, Kodiak Daily Mirror introduced Kodiak to one of the first 911 systems in the nation. The 911 system was operated by the police department.

On December 7, 1995, the Kodiak Island Borough established an enhanced 911 system and imposed a 911 surcharge on local access lines through resolution 95-45. Beginning on January 1, 1996, a seventy-five cent (.075) surcharge was collected from all landlines with a 486 or 487 prefix.

On August 8, 1997, the Kodiak Island Borough and the City of Kodiak entered into an agreement to reimburse the City for an E911 system. The City advanced the full cost of implementing a \$175,000 911 system. The Borough was reporting approximately \$5,200 a month as a result of the 911 surcharge implemented the year before.

On September 20, 2004, the Kodiak Island Borough and the City of Kodiak entered into an agreement related to E911 operations and maintenance. The Borough was

reporting \$5,600 a month from the 911 surcharge and had added the prefix 481. The City was still responsible for all maintenance and liability pertaining to the E911 system. Under Article 1 of this agreement, it was valid for 3 years and governed by the laws of the State of Alaska. The agreement specifies that the Borough will pay the City operating costs related to E911 on a bi-annual basis, and “remit to the City the full amount of upgrade and replacement expenses upon receipt of an invoice from the City documenting all expenses.”

The Kodiak Island Borough and City of Kodiak held a joint work session on April 28, 2009. One of the agenda items was to transfer E911 authority to the City of Kodiak for the Kodiak road system. The item doesn't appear to have been discussed.

The Kodiak Island Borough's FY2017 budget indicates the monies collected from the E911 surcharge have been reduced to \$2,900 a month (\$34,800 annually). This is attributed to the prevalence of AT&T cellular customers in Kodiak. A 2014 financial report provided to the FCC from the State of Alaska shows Kodiak collects the E911 surcharge from ACS and GCI including their wireless customers. AS 29.35.131(i) specifics what the surcharge monies can be used for. Below are a few of the anticipated costs associated with the new system:

- The City has learned that annual service fees for a new ANI/ALI server will be \$48,000 alone. The old one can't be updated.
- CAD only annual service and maintenance fees have been quoted at \$30,000
- New E911 annual service fees are unknown because the current system is not supported

The City of Kodiak has operated, maintained, and when necessary upgraded an area-wide 911 system since 1968. The City is in the process of replacing the 911 system again; should the current system fail there is no support. The City anticipates implementing an IP-based Phase II E-911 system that will provide the community with a higher level of service. In addition, this system will allow the City to fulfill current and future mandates from the FCC. New features include the ability to integrate a CAD system with the E911 system and have better location information for people experiencing an emergency.

***What is Phase II?*** *Wireless Phase II coverage is available to cell phone users in areas where wireless carriers and local 911 centers have invested in technology enhancements to protect wireless callers in emergencies. Where Phase II coverage is available, the 911 dispatcher will see the wireless telephone's call back number and the location of the caller by latitude and longitude within a few hundred feet. This enhanced location technology is mandated by the Federal Communications Commission, and wireless companies are working to implement Phase II coverage gradually. (FCC website)*

Future of 911 in Kodiak:

The 911 Improvement Act of 2008 *requires* IP-enabled voice service providers to provide 911 service, but it allows for E911 surcharges to be collected to offset costs. A modern and robust IP infrastructure is needed at the PSAP for it to be able to send and receive all this data. A key element of this will be equipment and software to support VoIP communications. Internal routing of the emergency communications to the appropriate systems (i.e. text, picture and video data to the Computer-assisted dispatch system, and simultaneously to the communications recording system) will require modifications to the existing PSAP network equipment and software.

Since some of the emergency communications data will have to be forwarded to field units such as police and fire vehicles, changes will be required to the software running on the terminals that receive the data, and on those that transmit the data.

The NG911 (next generation 911) test plan requires that these new types of emergency communications (text, pictures, video) be recorded along with the voice communications that have traditionally been recorded. Most existing communications recorders are not capable of recording anything other than audio, and major changes may be required to bring these devices into NG911 compliance. This may require a significant investment on the part of the PSAP if the existing equipment cannot be modified to support the new requirements.

There will also be significant operational impacts on the PSAP "call takers", dispatchers (those who dispatch emergency vehicles and personnel), and on their managers. Workloads are expected to increase, and significant new training will be required for those responsible for responding to these new communication types. Similar impacts on both public and private emergency response providers are also anticipated.

Various features of NG911, including text-messaging and picture messaging, provide accessible features for those who cannot use a regular telephone. It is also considered as a long term replacement for the use of TDD/TTY devices for the deaf, currently in use with 911. TDD/TTY devices are considered legacy systems, and may be replaced by other real-time text technologies that transmit text as it is being typed.

Relevant Alaska Statutes:

**AS 29.35.131:** 911 surcharge.

(a) A municipality may, by resolution or ordinance, elect to provide an enhanced 911 system at public safety answering points and may purchase or lease the enhanced 911 equipment or service required to establish or maintain an enhanced 911 system at public safety answering points from a local exchange telephone company or other

qualified vendor. The municipality may impose an enhanced 911 surcharge within the enhanced 911 service area. An enhanced 911 surcharge may not exceed \$2 per month for each wireless telephone number and \$2 per month for each local exchange access line for wireline telephones. The maximum surcharge amount of \$2 provided for in this

subsection may be increased above that level if the surcharge amount is approved by the voters of the enhanced 911 service area. The amount of surcharge imposed for each wireless telephone number must equal the amount imposed for each local exchange access line for a wireline telephone. An enhanced 911 service area may be all of a city, all of a unified municipality, or all or part of the area within a borough and may include the extraterritorial jurisdiction of a municipality in accordance with AS 29.35.020.

**AS 29.35.131** specifies that a local exchange telephone company or wireless telephone company providing service in a municipality that has imposed an enhanced 911 surcharge shall bill each month and collect the surcharge from customers in the enhanced 911 service area. A local exchange telephone company or wireless telephone company that has collected the enhanced 911 surcharge shall remit the amounts collected to the municipality no later than 60 days after the end of the month in which the amount was collected. From each remittance made in a timely manner under this subsection, the telephone company is entitled to deduct and retain the greater of one percent of the collected amount or \$150 as the cost of administration for collecting the enhanced 911 surcharge. In addition, a wireless telephone company is entitled to full recovery of the recurring and nonrecurring costs associated with implementation and operation of Phase I E911 service as allowed under Federal Communications Commission proceedings entitled "Revision of the Commission's Rules to Ensure Compatibility with Enhanced 9-1-1 Emergency Calling Systems".

**AS 29.35.131** (i) specifies that revenues collected may be used for costs directly attributable to the establishment, maintenance, and operation of an E911 system:

(1) the acquisition, implementation, and maintenance of public safety answering point equipment and 911 service features;

(2) the acquisition, installation, and maintenance of other equipment, including call answering equipment, call transfer equipment, automatic number identification controllers and displays, automatic location identification controllers and displays, station instruments, 911 telecommunications systems, teleprinters, logging recorders, instant playback recorders, telephone devices for the deaf, public safety answering point backup power systems, consoles, automatic call distributors, and hardware and software interfaces for computer-aided dispatch systems;

(3) the salaries and associated expenses for 911 call takers for that portion of time spent taking and transferring 911 calls;

(4) training costs for public safety answering point call takers in the proper methods and techniques used in taking and transferring 911 calls;

(5) expenses required to develop and maintain all information necessary to properly inform call takers as to location address, type of emergency, and other information directly relevant to the 911 call-taking and transferring function, including automatic location identification and automatic number identification databases.”

(j) If a city in an enhanced 911 service area established by a borough incurs costs described under (i) of this section for the enhanced 911 system, before the borough may use revenue from an enhanced 911 surcharge, the borough and city must execute an agreement addressing the duties and responsibilities of each for the enhanced 911 system and establishing priorities for the use of the surcharge revenue. If the Department of Public Safety also provides services as part of the enhanced 911 system or uses the enhanced 911 system in that enhanced 911 service area, the department must be a party to the agreement.

(k) For purposes of (i) of this section, "call taker" means a person employed in a primary or secondary answering point whose duties include the initial answering of 911 or enhanced 911 calls and routing the calls to the agency or dispatch center responsible for dispatching appropriate emergency services and a person in a primary or secondary answering point whose duties include receiving a 911 or enhanced 911 call either directly or routed from another answering point and dispatching appropriate emergency services in response to the call; the term "call taker" is synonymous with the term "dispatcher" in that it is inclusive of the functions of both answering the 911 or enhanced 911 calls and dispatching emergency services in response to the calls.

Conclusion:

The City needs to receive more money from the E911 surcharge to operate a modern and reliable E911 system. A combination of raising the surcharge amount and collecting the surcharge from AT&T customers should be explored. Without AT&T customers, raising the surcharge to \$2.00 per line per month may not cover the expenses; however, adding AT&T and raising the E911 surcharge slightly might cover the expenses. (In 2014 Sitka collected \$85,245.20 in E911 surcharges from AT&T customers, and Ketchikan collected \$184,804.28 in E911 surcharges from AT&T customers.)