

September 13, 2024

Mr. Adam Proffitt, Director
Division of the Budget
900 SW Jackson, Suite 504-N
Landon State Office Building
Topeka, Kansas 66612

Mr. Proffitt:

As the Executive Director of the 911 Coordinating Council, I hereby submit for your consideration the Fiscal Year 2026 budget document for the State 911 Board. It has been prepared in accordance with the instructions provided. To the best of my knowledge and belief, the information and explanation included in this budget request are correct and complete.

As the Council's representative, I am prepared to provide any additional information which you or your budget analyst may require.

Sincerely,

A handwritten signature in black ink, appearing to read "Sherry Massey". The signature is written in a cursive style with a large, looping "S" and "M".

Sherry Massey
Executive Director

1 AGENCY MISSION

The State 911 Board coordinates 911 services across Kansas, from monitoring the delivery of those services to planning for future improvements. The Board supports Kansas Public Safety Answering Points (PSAPs) and their governing bodies by providing expertise and cost-effective technology. It uses a portion of the 911 fees it collects and distributes to fund these efforts, prioritizing system effectiveness and reliability while upholding fiscal responsibility. The Board reviews the expenditure of all 911 fees to assure compliance with the Kansas 911 Act while respecting local governing bodies' authority to address their community needs.

2 STATUTORY HISTORY

The Kansas 911 Coordinating Council was established by the passage of the Kansas 911 Act (K.S.A. 12-5362 through 12-5381) in 2011, becoming effective January 1, 2012. The statute set out the membership of the Council and defined its duties. In the 2014 session the legislature amended Act to add a voting position for the Kansas Sheriff's Association and changed the previous "law enforcement representative" to the Chiefs of Police Association. In 2019 the legislature amended the act to add 2 non-voting positions representing non-traditional PSAPs and changed the "PSAP representative regardless of size" to an APCO (Association of Public-Safety Communications Officials) representative. The 911 fee was also changed in 2019 to 90 cents. A new Grant Fund was also created, with the name of the existing Grant Fund changed to the Operations Fund to better reflect its actual use.

In 2024, HB 2690 was signed by Governor Kelly, abolishing the Council as of July 1, 2025, and replacing it with the State 911 Board, a newly formed state agency that will adopt all the Council's responsibilities, KARs, policies, contracts, and property. HB 2690 also introduced direction for the distribution of 911 fees if PSAPs consolidate, with one closing down and another being paid to take over their functions.

3 AGENCY OVERVIEW

The State 911 Board is the state agency created to continue the work of the Kansas 911 Coordinating Council, which will be abolished on July 1, 2025. Like the Council before it, the Board is statutorily responsible to:

- coordinate 911 services in the state
- implement statewide communications planning
- monitor the delivery of 911 communications services in the state
- develop strategies for the future enhancement of the 911 system
- administer and oversee grants to PSAPs
- develop technology standards
- establish minimum training requirements with respect to the NG911 call handling system
- make an annual report of all expenditures from the 911 fees to the House and Senate utilities committees

To address these obligations, the Board maintains two PSAP Liaisons, a Communications & Training Coordinator, and a Technical Support Consultant in addition to administrative staff. The Board, its subcommittees, and staff operate five primary workflows: Collection and distribution of 911 fees, Expenditure Review, the NG911 GIS Program, the Hosted Solution call handling system, and PSAP Support.

The transition to a state agency will have the greatest effect in the administration of the Board and how it carries out its fiscal responsibilities. The submitted budget is approximately equal to the 911 Coordinating Council's 2024 budget, except for a few items: the addition of an Executive Director, independent contractors becoming employees, additional staff positions to handle administrative and fee-related functions currently handled by the Local Collection Point Administrator (LCPA), and some inter-agency costs related to IT and other services from state agencies.

3.1 COLLECTION AND DISTRIBUTION OF 911 FEES

The 911 fees in Kansas generate approximately \$35 million a year in revenue, most of which is then distributed directly to PSAPs. The Board selects and monitors the performance of the LCPA, which has been responsible for fee collection and distribution since the beginning of the Kansas 911 Act.

The transition to a state agency will shift at least some and potentially all those tasks directly to the agency on January 1, 2026. The agency is working with the Office of the Treasurer to determine the most efficient and sustainable model for handling fee collection and distribution. Because the details of this restructuring are unknown at the time of budget submission, two FTEs have been funded to allow for the possibility that the agency will take on all fee collection and distribution tasks. These positions will only be filled if required.

Planned performance metrics for the new agency: % of monthly distributions made on time and accurately

3.2 EXPENDITURE REVIEW

PSAPs are required to submit to the Board an annual report of all expenditures made with 911 funds. Their reports are due in March for the previous calendar year. PSAP Liaisons support the PSAPs' efforts to prepare and submit the report, and they prepare the list of expenditures for review by the Board's Expenditure Review Committee (ERC). Expenditures deemed unallowable by the ERC are reported back to the PSAP with a notification to transfer money back into their 911 funds to replace the unallowable expenditure. Decisions may be appealed to the full Board.

The transition to a state agency will not substantially change the Expenditure Review process. The budget allocation for Expenditure review consists of staff time and a portion of the cost of the Board's Web Portal used by PSAPs to submit their annual reports.

3.3 THE NG911 GIS PROGRAM

Locally maintained GIS data that is accurate, current, and in compliance with national standards is crucial to the functioning of NG911. The Board funds and supports the NG911 GIS Program, which includes the following initiatives:

- The creation and maintenance of the Kansas NG911 GIS Data Model standard
- The creation and maintenance of tools to help local GIS maintainers meet the NG911 requirements
- The receipt, validation, and aggregation of quarterly GIS data submissions and support for local maintainers who need assistance with submissions
- Submission of aggregated data to NG911 service providers
- Creation and maintenance of web services to make data available for 911 needs
- Dissemination of the data on behalf of PSAPs

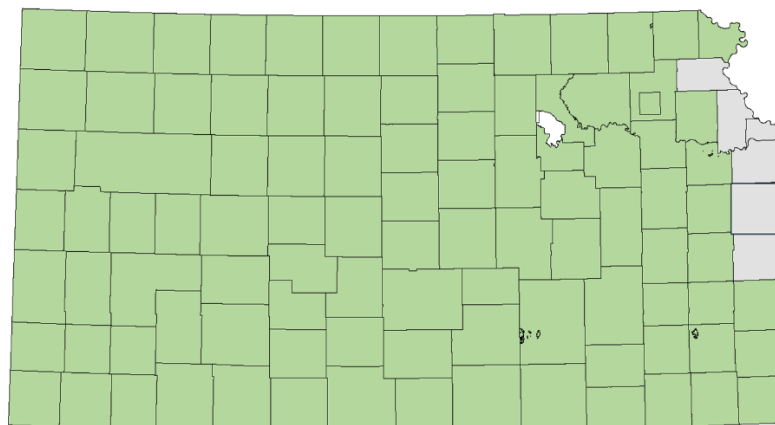
The transition to a state agency will not substantially change the NG911 GIS Program. The budget allocation for GIS includes staff time, GIS software and hosting costs, and the contract with the Data Access and Support Center (DASC) at KU which covers both the Board’s Web Portal and all GIS data processes listed above.

Planned performance metrics for the new agency: % compliance with GIS data submission requirements and number of submissions processed in the year

Note: Statewide aerial imagery that is critical to 911 but also used by other state agencies and local governments is part of the Board’s budget every three years. It is not in this budget request but will be included in the FY 27 budget request.

3.4 THE HOSTED SOLUTION

The State 911 Board’s Hosted Solution provides NG911 services to all 105 fee-funded PSAPs outside of the Mid-America Regional Council system. Additionally, there are four non-fee-funded PSAPs on the Hosted Solution: the Prairie Band Potawatomie Nation Tribal Police, the Kansas State University Police Department, the University of Kansas Public Safety, and AMR Topeka.



PSAPs in green using the Hosted Solution

The Hosted Solution consists of:

- The AT&T ESInet, the 911 call routing network that takes calls from Telecommunications Service Providers (TSPs) and delivers them to the call handling hosts. The AT&T ESInet includes Next-Generation Core Services (NGCS), the heart of NG911 using GIS data inside the ESInet to route calls to the proper PSAP using the National Emergency Number Association's (NENA's) i3 standard
- The Vesta call handling hosts in Topeka and Wichita that serve as hubs for the distribution of 911 calls to PSAPs
- Redundant connectivity between the hosts and the PSAPs, with each PSAP being connected by AT&T's Switched Ethernet (ASE), as well as a backup local broadband connection, and FirstNet LTE cellular connectivity as a tertiary option.
- Vesta call handling software inside the PSAP, including the option to have Smart Transcription, a speech to text system for call transcripts
- Radius Mapping and the Lighting responder app for caller location and the delivery of call-related data, both in the PSAP and in the field
- Eclipse statistical reporting software for PSAP administrators to monitor their PSAP's performance and staffing needs and for the 911 Board to monitor system performance.

PSAPs pay the Board an annual cost-share of \$18,000 per call-taking position, plus fees for any optional systems the PSAP elects to add. On average, the PSAP cost-share accounts for 40% of the cost of the Hosted Solution, and the remaining 60% is funded by the State 911 Operations Fund.

The transition to a state agency will not substantially change the Hosted Solution. The budget allocation for the Hosted Solution includes staff time and substantial contractual services covering hardware, software, connectivity, and support.

3.5 PSAP SUPPORT

The State 911 Board is dedicated to ensuring that Kansas PSAPs are equipped with the tools, training, and expertise needed to provide efficient and effective emergency services. As part of its commitment, the Board offers comprehensive support to PSAPs through various initiatives:

- **Training:** The Board provides specialized training programs designed to enhance the skills and knowledge of PSAP personnel related to NG911 technology, helping to ensure they are well-prepared to handle emergency calls and manage critical situations.
- **Technical Support:** The Board's staff fields many technical support requests directly and monitors the requests submitted to the Hosted Solution vendors, making certain that the PSAPs' issues are dealt with quickly and that any sign of more systemic trouble is found as quickly as possible.
- **Emergency Mobile Dispatch and Training Center (EMDTC):** A five-position mobile PSAP capable of providing a site for secure, hands-on training local to telecommunicators or serving as a backup PSAP in the event of that a primary site must be vacated for any reason.

- **Subject Matter Expertise:** The Board offers expert guidance on 911-related topics, serving as a resource for PSAPs on best practices, emerging technologies, and regulatory requirements.
- **Facilitation of Communications with Telecommunications Service Providers (TSPs):** The Board acts as the central point of contact for TSPs in its role as the state 911 authority. This centralized approach allows TSPs to efficiently request and receive the necessary data to provide 911 services. The Board also actively monitors and evaluates TSP compliance with 911-related mandates by overseeing outage notifications and addressing issues such as 911 call misroutes and technical discrepancies. When issues arise, the Board promptly reports them to the TSPs and pursues appropriate remediation to ensure reliable 911 service delivery.

Additionally, the Board employs two dedicated PSAP Liaisons who provide direct, on-the-ground support to PSAPs. These liaisons assist with reporting requirements, provide basic tech support the PSAP administrators on the Hosted Solution, and address questions ranging from staffing and management issues to communication strategies with governing bodies about 911-related matters.

The transition to a state agency will not substantially change PSAP Support. The budget allocation for PSAP support includes staff time, travel and meeting expenses, the Learning Management System through which technical training is delivered, and the EMDTC.

Performance Metric:

4 FY 2025 POSITION DATA

For FY 25, the 911 Coordinating Council is operating with the equivalent of eight actual FTEs:

- one direct employee (Executive Director)
- five independent contractors (two PSAP Liaisons, the Communications & Training Coordinator, a Technical Support Consultant, and a Project Manager/Admin Support)
- two administrative/accounting FTEs (services performed by the LCPA equal to two FTEs)

5 NEW FUNDS

No new funds needed, except for the three that are in statute.

A new account code is requested for the revenue collected through the “911 Fee”.

6 EXPENDITURE JUSTIFICATION BY MAJOR ACCOUNT CODE

6.1 SALARIES

Per HB 2690, the existing staff of the 911 Coordinating Council will transition to be employees of the State 911 Board, resulting in 8 planned FTEs:

- The Executive Director
- Two PSAP Liaison
- The Communications & Training Coordinator
- An Administrative/Accounting position to assume duties previously provided by the LCPA that will be outside of the LCPA's statutory responsibilities for the new agency
- Three funded positions for which timing is unknown:
 - Hosted Solution Technical Support – Replacement for the existing Technical Support Consultant contract. The position will not be filled until the existing consultant contract approaches termination.
 - Two Accounting positions – Intended to fill the 911 fee-related functions currently performed by the LCPA. These positions represent one of several options being considered for support of those functions, and the positions will not be filled unless required by the selected option.

FY 2026: \$1,098,042

6.2 CONTRACTUAL SERVICES

Most of the Board's expenditures are in this category and include a variety of services. By far, the most significant expense in this category is the Hosted Solution contract and amendments. Other significant contracts include the LCPA and Technical Support Consultant contracts and all GIS program expenses. Expenditures in this area will likely increase in the future as contracts and services renew.

FY 2026: \$14,268,550

6.3 COMMODITIES

The Board's expenditures in this category are for fuel, office supplies, and the food arranged for Board meetings and PSAP training events. Expenditures in this category are not expected to increase significantly in the future beyond the effects of inflation.

FY 2026: \$49,400

6.4 CAPITAL OUTLAY

The Board's expenditures in this category are for the outfitting of staff with computers, software, and office equipment. Expenditures in this category are not expected to increase significantly in the future as many items in this budget are one-time expenses that are occurring in this fiscal year because of the transition to a state agency.

FY 2026: \$40,000

6.5 AID TO LOCAL GOVERNMENTS

The Board's expenditures in this category fall into two types: 911 fee distributions to PSAPs and grants to PSAPs.

6.5.1 PSAP Fee Distributions

From each 911 fee collected across the state, 66 cents is distributed to PSAPs. The minimum distribution is set at \$70,000 per county annually. Those counties with populations of 35,000 or less receive 100% of the fees collected from phones with billing addresses in their county. Those counties with populations above 35,000 receive a scaled percentage of the fees collected from their county, with the balance being held fund the minimum distribution in counties that did not collect sufficient fees to reach \$70,000.

The fees collected for each county are distributed to PSAPs monthly with a "catch-up" payment for the minimally funded PSAPs coming each quarter. PSAPs use these fees to pay for the statutorily allowable expenses related to the processing of 911 calls.

FY 2026: \$23,980,000

6.5.2 PSAP Grants

One cent from each 911 fee is directed to the 911 Grant Fund. PSAPs may apply for grants from that fund, following grant guidance published by the Board. Grants to assist with emergency replacement of equipment are always open, and the Board's policy is to keep \$1,000,000 of the Grant Fund reserved to cover such emergency requests. Grants to assist with other projects are made available by the Board as funding allows. Because of the potential of substantial emergency need, the full balance of the State 911 Grant Fund has been used as the expenditure estimate.

FY 2026: \$2,000,000

7 REVENUE

7.1 RECEIPT ESTIMATES

K.S.A 12-5369 imposes a fee of \$0.90 per month per subscriber account for any telecommunications, VoIP, or other service capable of contacting a PSAP, except for pre-paid wireless. Per K.S.A 12-5368, upon receipt the \$0.90 fee is divided between three funds. \$0.01 goes into the State 911 Grant Fund. \$0.23 goes into the State 911 Operations Fund. And \$0.66 goes into the State 911 Fund. Revenue from this fee has been reasonably consistent over the last several years at \$32,700,000.

K.S.A. 12-5371 imposes a fee of 2.06% per pre-paid wireless retail transaction. Per K.S.A. 12-5372, the proceeds of that fee go to the State 911 Operations Fund. Revenue from this fee has been trending down, with \$2,424,462 collected in CY 2022 and \$2,282,080 in CY 2023. Revenue for FY 2026 is estimated at \$2,100,000.

PSAPs pay the Board an annual cost-share of \$18,000 per call-taking position, plus fees for any optional systems the PSAP elects to add. Revenue from this cost share is returned to the Operations Fund to offset the Hosted Solution contract costs. The historical collection rate for this cost share is 100%. Revenue from this cost share is estimated at \$4,999,325.

| Revenue Source | Total Revenue Estimate | State 911 Fund | State 911 Grant Fund | State 911 Operations Fund |
|-----------------------|-------------------------------|-----------------------|-----------------------------|----------------------------------|
| \$0.90 | \$32,700,000 | \$23,980,000 | \$363,333 | \$8,356,667 |
| 2.06% | \$2,100,000 | \$0 | \$0 | \$2,100,000 |
| Cost share | \$4,999,325 | \$0 | \$0 | \$4,999,325 |
| Totals | \$39,789,325 | \$23,980,000 | \$363,333 | \$15,454,982 |

7.2 FUND BALANCE TRANSFERS

The standing balances of the three existing funds managed by the LCPA will transfer to the three new funds created in the state treasury on January 1, 2026. The transfer amounts included in the FY 2026 budget submission are estimated based on the financial status on June 30, 2024.

- 911 State Fund transfers to the new State 911 Fund
 - Anticipated transfer approximately \$5,000,000
 - This fund only holds moneys awaiting distribution to PSAPs and to the other two funds
- 911 State Grant Fund transfers to the new State 911 Grant Fund
 - Anticipated transfer approximately \$1,636,667
 - The estimate is based on the current balance and expected revenues. Any grant awards before the end of 2025 will reduce the transfer amount.
- 911 Operations Fund transfers to the new State 911 Operations Fund
 - Anticipated transfer approximately \$40,000,000
 - The transferred balance represents the reserve:
 - \$8,000,000 held for expenses related to onboarding PSAPs currently with MARC – includes non-recurring and five years of recurring expenses, less the \$18,000 per seat cost recovery from the PSAPs.
 - \$10,000,000 held for the non-recurring costs involved with replacing the call-handling system statewide (current contract period of performance ends in 2027)
 - \$4,000,000 held for GIS data collection related to Z-axis and dispatchable location FCC mandates (mandates from 2019, data collection is waiting on confirming industry direction on data requirements)
 - \$7,000,000 held for feature updates to the system
 - \$2,000,000 held for statewide aerial imagery data collection (every 3 years)
 - \$1,700,000 held for emergency replacement of server hardware
 - \$2,300,000 held for self-insurance on the EMDTC, staff vehicles, agency equipment, and the workstations used in the PSAPs
 - Approximately \$5,000,000 held as a “rainy day” fund for any interruption in fee collection due to cybersecurity or other unexpected event.

