

H. GREEN

Funding, Creation & Management of E-911 Districts

*A Report to the 99th General Assembly
Pursuant to HJR No. 499*

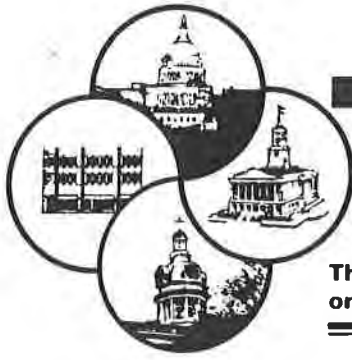


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*Tennessee Advisory Commission
on Intergovernmental Relations*

A Commission Report

January 1995



TACIR

The Tennessee Advisory Commission
on Intergovernmental Relations



Suite 508
226 Capitol Blvd. Building
Nashville, TN 37219
Phone: (615) 741-3012

January 31, 1995

The Honorable Don Sundquist
Governor

The Honorable John Wilder
Speaker of the Senate

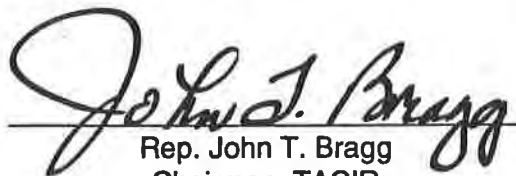
The Honorable Jimmy Naifeh
Speaker of the House

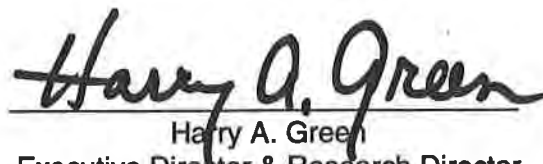
Members of the 99th General Assembly

Ladies and Gentlemen:

The 98th General Assembly, pursuant to HJR 499, directed the Tennessee Advisory Commission on Intergovernmental Relations to conduct a study on Emergency Communications Districts (E-911) in Tennessee. Specifically, the Advisory Commission was asked to study and analyze the creation, funding, and management of emergency communications districts, especially the creation of multiple districts within a larger district. The TACIR was directed to file its study and recommendations with the Governor and General Assembly.

Respectfully Submitted:


Rep. John T. Bragg
Chairman, TACIR


Harry A. Green
Executive Director & Research Director

Acknowledgements

Many people contributed to this report. In some fashion, most all TACIR staff worked on one aspect or another.

Design and Supervision:	Harry A. Green
Principal Researcher:	Frith Karin Sellers
Research Contributors:	Allison Harris Bryan Norment
Statistical & Editorial Support:	Shawn Hydorn
Technical & Publication Support:	Cherri Brady

TACIR would like to thank all survey respondents, interest groups, Tennessee state government officials, and other states' E-911 officials for their input, help, and cooperation during the course of this report.

EXECUTIVE SUMMARY

The Tennessee General Assembly authorized the creation of emergency communications districts in 1984. The legislative intent was that the establishment of a uniform number-911-for Tennessee citizens to use to request and receive emergency aid is a matter of public concern and interest. House Joint Resolution 499 of 1994 directed the Tennessee Advisory Commission on Intergovernmental Relations (TACIR) to conduct a study on the creation, funding, and management of emergency communications districts, especially the creation of districts within an existing larger district. The resolution also directed TACIR to file its recommendations with the Governor and General Assembly.

In complying with HJR 499, TACIR is filing its recommendations from extensive research related to emergency communications.

Research consisted of a 349-person survey mailed to County Executives, Mayors, City Managers, and E-911 Board Chairs across Tennessee. TACIR staff researched, reviewed, and analyzed many state documents, statutes, and reports dealing with E-911 service and emergency communications districts (ECDs). TACIR staff also interviewed persons having expertise and experience in E-911 service and discussed issues with officials connected with the operation and oversight of ECDs. TACIR formed a nine-member committee to hear testimony from presenters from across the state at its Public Hearing on E-911 districts on September 13, 1994. TACIR staff spoke with representatives from South Central Bell, the Tennessee Municipal League (TML), the Tennessee County Services Association (TCSA), the Tennessee Emergency Number Association (TENA), and other state agency officials and staff. The Commission deliberated issues relating to E-911 service and ECDs at its December 1994 meeting. At the January 1995 TACIR Commission meeting, members further discussed issues presented by staff.

TACIR staff also reviewed what other states are doing with respect to E-911 service. In doing so, it was determined that Tennessee is somewhat unique in its approach to E-911 service. Many of the states reviewed include cellular and other wireless telephone services in their emergency telephone service charge, and provide for state oversight of E-911 operations. For example, in 1987 the Texas Legislature created the Advisory Commission on State Emergency Communications (ACSEC) to oversee the planning, financing, and implementation of Enhanced 911 service for the whole state. The ACSEC oversees 24 Councils of Government (COG) that are responsible for the implementation of E-911 service in each geographic region of the state. Mississippi's emergency communications law has been described by many as "state of the art." In 1993, the Mississippi Legislature levied a five cent per month statewide charge for E-911 service. Revenues from that charge are used to fund training programs for E-911 personnel. In Georgia, state oversight is vested in the Department of Communications within the Department of Administrative Services. This agency has the authority to establish any rules necessary to implement E-911 service to all Georgia citizens, and to develop guidelines for local governments to follow when implementing E-911 service in their jurisdiction. This agency has also developed standards concerning acceptable uses of E-911 service charge revenues.

RECOMMENDATIONS

Recommendation 1: The Tennessee Advisory Commission on Intergovernmental Relations recommended [in January 1995] that the ECD Law be amended to delete the referral method as a response option. The general consensus of TACIR members was that this particular response method, given recent and anticipated technological advancements, is obsolete, and should therefore be repealed. The specific sections in the ECD Law to be amended are T.C.A. §7-86-103(5); T.C.A. §7-86-107(a); and T.C.A. §7-86-107(a)(2).

Recommendation 2: The TACIR Commissioners recommended [in January 1995] to amend T.C.A. §7-86-103 and T.C.A. §7-86-107. The TACIR Commissioners recommended that each emergency services provider has the right to dispatch its own services, unless a voluntary agreement is made between such provider and the respective ECD.

Recommendation 3: The TACIR Commissioners recommended in [January 1995] to amend T.C.A. §7-86-104(a)(2) to extend the current moratorium for two years, beginning April 14, 1995, to allow time for this issue to be further studied and resolved.

Recommendation 4: The TACIR Commissioners recommended in [January 1995] that the ECD Law should be amended to include wireless communications. The TACIR Commissioners agreed that subscribers of wireless telephone communications systems are enjoying the benefits of E-911 service, and should share in the payment of E-911 service in their county. Following are the specific recommendations:

- T.C.A. §7-86-103(7) should be amended to include in the definition of service supplier those suppliers that provide wireless telephone services.
- T.C.A. §7-86-103 should be further amended to define "wireless telephone service."
- T.C.A. §7-86-108(a)(1) should be amended to extend the emergency telephone service charge to wireless users at a rate that shall not exceed one-half the residential rate per month. Such proceeds shall be paid to the emergency communications district of the service user's billing address.

Recommendation 5: The TACIR Commissioners recommended in January 1995 to amend T.C.A. §7-86-126 to update statutory references to collateralization.

Recommendation 6: The TACIR Commissioners recommended in [January 1995] that the ECD Law should be amended to create an Emergency Communications District Management Review Board (or ECDMRB) to provide state oversight of emergency communications districts. The creation of such a review board would address and resolve many of the issues facing ECDs and will increase their operational, managerial, and financial accountability.

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INTRODUCTION

The Tennessee General Assembly authorized the creation of emergency communications districts by passing Chapter 867 of the 1984 Public Acts. Emergency Communications Districts are currently regulated under *Tennessee Code Annotated* (T.C.A.), Title 7, Chapter 86, otherwise known as the Emergency Communications District Law. In passing this law, the General Assembly declared that **"...the establishment of a uniform emergency number to shorten the time required for a citizen to request and receive emergency aid is a matter of public concern and interest. The general assembly finds and declares that the establishment of the number 911...will provide a single, primary, three-digit emergency telephone number through which emergency service can be quickly and efficiently obtained and will make a significant contribution to law enforcement and other public service efforts requiring quick notification of public service personnel...."**¹ The legislative intent of the Emergency Communications District Act was to **"...provide a simplified means of securing emergency services which will result in saving of life, a reduction in the destruction of property, quicker apprehension of criminals and ultimately the saving of money...."**²

In recent years, discussion has arisen concerning the creation and operation of emergency communications districts (or ECDs) in Tennessee. Particular interest has involved the composition of the Boards of Directors, the creation of ECDs, and district financial and operational accountability. This interest was generated in part from a widely publicized case in Madison County, Tennessee, involving the embezzlement of more than \$600,000 of district funds in 1992 by the Chair of the Madison County ECD Board. As a result of this case, more stringent financial controls were enacted in 1992 and 1993.

In addition, Kingsport and Bristol (both in Sullivan County) recently voted to "secede" from their countywide ECD, to form ECDs serving only their respective municipalities. Their actions have raised concern and promoted discussion about the potential duplication of services and the possibility for a multiplicity of districts within the same geographic area.³

PURPOSE OF THE STUDY: CHARGE BY THE GENERAL ASSEMBLY

House Joint Resolution 499, passed by the General Assembly on April 20, 1994 and signed (approved) by Governor McWherter on May 9, 1994, directed TACIR to conduct a study on the creation, funding, and management of emergency communications districts, especially the creation of multiple districts within a larger one. House Joint Resolution 499 stated that

¹ *Tennessee Code Annotated* §7-86-102(a).

² T.C.A. §7-86-102(a).

³ In addition to Kingsport and Bristol, Brentwood and Oak Ridge also have their own municipal E-911 systems.

TACIR shall "...conduct a study on the creation, funding, and management of emergency communications districts, especially the creation of multiple districts within a larger district...."

House Joint Resolution 499 further directed TACIR to file its findings with the Governor and the General Assembly. A copy of the resolution is in Appendix A.

METHODOLOGY

The conclusions reached and recommendations made in this report are based on the following:

- ◆ A review and analysis of Tennessee statutes and Tennessee State Attorney General opinions, and reports pertaining to emergency communications districts;
- ◆ A review and analysis of other states' statutes pertaining to emergency communications districts;
- ◆ A review and analysis of financial audits of ECDs in the state of Tennessee;
- ◆ A TACIR survey of Tennessee's County Executives;⁴
- ◆ A TACIR survey of Mayors and City Managers of Tennessee cities;⁵
- ◆ A TACIR survey of ECD Board Chairs in Tennessee;⁶
- ◆ Interviews with persons having expertise or interest in ECDs, and other state officials connected with the operation and oversight of ECDs; and
- ◆ Oral and written testimony presented at a TACIR Public Hearing on Emergency Communications Districts (or E-911 districts) on September 13, 1994.
- ◆ Deliberations and formal recommendations of TACIR Commissioners at meetings on December 5-6, 1994, and January 12, 1995.

SURVEY RESULTS

County Executives

TACIR staff sent surveys to 93 County Executives, excluding Davidson and Moore Counties⁷. Initial surveys were mailed out July 26, 1994. Second requests were mailed out on August 27, 1994. The survey cut-off date was September 30, 1994. Sixty-nine surveys were returned and used for analysis, for a response rate of 74.2 percent.

⁴ See Appendix B for complete County Executive survey results.

⁵ See Appendix C for complete Mayor survey results, and Appendix D for complete City Manager survey results.

⁶ See Appendix E for complete E-911 Board Chair survey results.

⁷ Davidson and Moore counties have metropolitan forms of government, and do not have County Executives. Their mayors were sent surveys.

Following are counties that did not participate: Anderson; Benton; Bledsoe; Claiborne; Clay; Crockett; Decatur; Fentress; Grainger; Hamilton; Hancock; Houston; Lawrence; Lincoln; Meigs; Morgan; Overton; Roane; Perry; Pickett; Shelby; Sullivan; Unicoi; and Wilson.

Mayors

TACIR staff originally sent surveys to 114 randomly selected Mayors from across the state. Sample size was limited because of time and budget constraints. Initial surveys were mailed out July 26, 1994. Seven mayors called and requested surveys, although two were in the original sample. Thus, the sample increased to 119. Second requests were mailed out August 27, 1994, to those (of the 119) who had not returned surveys. In addition, nine mayors sent in "unsolicited" surveys. These surveys were included in analysis, although they were not in the original sample. Some mayors sent in duplicate surveys; these surveys were excluded from analysis. The cutoff date was September 30, 1994.

The final sample size was 129. One hundred surveys were returned and used for analysis, for a response rate of 77.5 percent.

City Managers

TACIR staff sent surveys to 49 randomly selected City Managers from across the state. Initial surveys were mailed out July 26, 1994. Second requests were mailed out on August 27, 1994. The cutoff date was September 30, 1994. Forty-five surveys were returned and used for analysis, for a response rate of 91.8 percent.

E-911 Board Chairs

TACIR staff originally sent surveys on July 26, 1994, to all 87 county systems (counties that had at the time created ECDs by referendum), and the four city E-911 systems—Brentwood, Bristol, Kingsport, and Oak Ridge—for a total sample of 91. Upon subsequent inquiry, it was found that the cities of Oak Ridge and Brentwood, and Unicoi, Weakley, and Hancock Counties do not have E-911 Boards. Thus, staff dropped the sample size to 86. Second requests were mailed out August 27, 1994. Third requests were either faxed or mailed to non-responding chairs on September 28, 1994. The cutoff date was September 30, 1994.

Seventy-nine surveys were returned and used for analysis, for a 91.8 percent response rate. Following are the E-911 districts that did not participate: Carter; Coffee;⁸ DeKalb; Houston; Kingston (city);⁹ Moore; and Meigs.

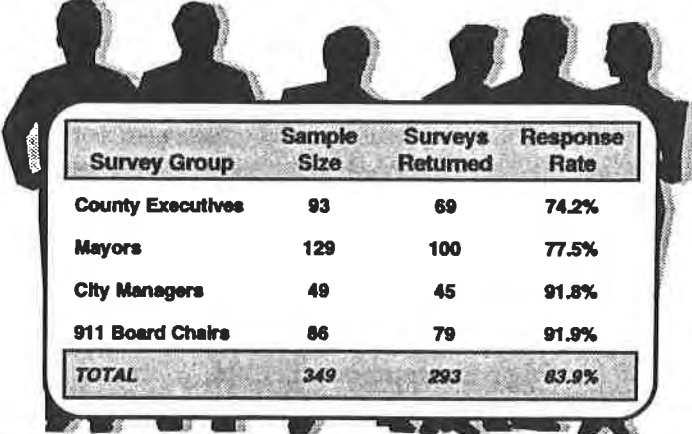
Overall Response Rate

In total, 349 surveys were mailed out, and 293 were used for analysis. The overall response rate was 83.9 percent. Survey response rates are presented in Table 1 below.

⁸ When contacted by telephone about returning the survey, the Coffee County E-911 Board Chair refused to return the survey, calling the study and survey "a waste of taxpayers' money."

⁹ Kingston ECD's survey was received too late to be included for analysis.

Table 1
Overall Response Rate of TACIR Survey



Survey Group	Sample Size	Surveys Returned	Response Rate
County Executives	93	69	74.2%
Mayors	129	100	77.5%
City Managers	49	45	91.8%
911 Board Chairs	86	79	91.9%
TOTAL	349	293	83.9%

BACKGROUND

E-911 service is a general term used to define all emergency services. As used in this report, the definition of E-911 service does not make a distinction between Basic 911 service and Enhanced 911 service.

HISTORY OF EMERGENCY SERVICE PROVISION

President John F. Kennedy initiated an emergency communications system for the United States after visiting Europe in the early 1960s and learning that Europe had an emergency communications system in place. The European system used the number "999," which was changed to "911" to accommodate American rotary phones in use at the time.

American Telephone and Telegraph (AT&T) developed the first emergency number service, and used Alabama as the test site for the system. Improvements in the system progressed throughout the 1970s, and in 1980, Orlando, Florida, became the first system to use the new "Enhanced 911" system. With Enhanced 911, the caller does not have to provide his or her location because it is defined by both street address and latitude-longitude coordinates and automatically displayed on the call-taker's screen.

As of 1992, only 50 percent of Americans were served by emergency communications (or E-911) systems, but the number of cities and counties providing the service continues to grow. In contrast to the national rate, sixty-five percent of residents of the southeast region of the United States (including Tennessee) are covered by E-911 services.¹⁰

¹⁰ Historical information provided by John Morgan and A. Paige Baker, Comptroller's Office, in a memorandum to the Emergency Communication E-911 Study Committee, December 16, 1992.

CURRENT STATUS OF E-911 SERVICE IN TENNESSEE

As of January 20, 1995, there were 88 counties and four municipalities (Oak Ridge, Brentwood,¹¹ Kingsport, and Bristol) where voters had approved an E-911 referendum. Seven counties are currently without E-911 service; no E-911 referendum has been held. These seven counties are Bledsoe; Grainger; Grundy; Lake; Perry; Sequatchie; and Van Buren. Wayne County residents approved an E-911 referendum on November 8, 1994. According to 1992 population estimates, 98.6 percent of Tennessee's residents have approved referendums creating emergency communications districts.¹²

WHAT IS E-911 SERVICE?

Statutory Definition

The term "911 service" is defined in T.C.A. §7-86-103(11) as "...a telephone exchange communications service whereby a public safety answering point may receive telephone calls dialed to the telephone number 911. 911 service includes lines and may include the equipment necessary for the answering, transferring and dispatching of public emergency telephone calls originated by persons within the serving area who dial 911, but does not include dial tone first from pay telephones which may be made available by the service provider based on the ability to recover the costs associated with its implementation and consistent with tariffs filed with the public service commission...."

System Configuration Options

There are four possible response methods that are activated when a caller in an emergency dials 911. An ECD selects the best response method according to the feasibility, needs, and resources of that district. The four methods are direct dispatch, relay, transfer, and referral. In all four methods, the emergency call is answered by a call-taker at an E-911 center, who is defined as the initial contact.

Direct Dispatch method. T.C.A. §7-86-103(2) defines the direct dispatch method as "...911 service in which a public service answering point, upon receipt of a telephone request for emergency services, provides for the dispatch of appropriate emergency service units and a decision as to the proper action to be taken...." Under the direct dispatch method, the initial contact takes the emergency information. At the dispatcher's computer, the receipt of emergency information triggers the dispatch system to search its data base for the fire, police, and ambulance stations closest to the emergency. The dispatch center then dispatches the appropriate emergency service units.

Relay Method. T.C.A. §7-86-103(6) defines the relay method as "...911 service in which a public safety answering point, upon receipt of a telephone request for emergency services, notes the pertinent information from the caller and relays

¹¹ The city of Brentwood operates its own E-911 system apart from the Williamson County ECD. Brentwood is technically not an ECD, because the city does not raise district revenues from an emergency telephone service charge. Rather, Brentwood has elected to pay for E-911 operations and service out of the city's general fund.

¹² Calculation based on estimated 1992 Tennessee population of 5,025,261; 1992 estimated population of the seven non-911 counties of 69,226; and 1992 estimated population of the 88 counties with approved E-911 referendums of 4,956,035.

such information to the appropriate public safety agency or other agencies or other providers of emergency service for dispatch of an emergency unit....” Under the relay method, the initial contact person takes emergency information from the caller and then relays that information (often by computer) to the appropriate emergency services agency. The agency then dispatches the necessary emergency service units.

Transfer Method. T.C.A. §7-86-103(10) defines the transfer method as “...911 service in which a public safety answering point, upon receipt of a telephone request for emergency services, directly transfers such request to an appropriate public safety agency or other provider of emergency services....” Under the transfer method, the initial contact person merely transfers the emergency call to the agency requested by the caller. The caller speaks directly with emergency services personnel; emergency information from the caller is taken by the agency rather than the initial contact person. The agency then dispatches the necessary emergency service units to the caller.

Referral Method. T.C.A. §7-86-103(5) defines the referral method as “...911 service in which a public safety answering point, upon the receipt of a telephone request for emergency services, provides the requesting party with a telephone number of appropriate public safety agencies or other providers of emergency services....” Under the referral method, the initial contact person answers the call. Instead of dispatching the appropriate emergency personnel and equipment to the scene, the emergency operator takes down the emergency information from the caller and then gives the caller the telephone number of the appropriate agency. The caller must hang up and then directly contact the appropriate emergency agency.

Issue: Should the referral method be repealed as a system response option, given advances in technology?

Recommendation: The Tennessee Advisory Commission on Intergovernmental Relations recommended in January 1995 that the ECD Law be amended to delete the referral method as a response option. The general consensus of TACIR members was that this particular response method, given recent and anticipated technological advancements, is obsolete, and should therefore be repealed. The specific sections in the ECD Law to be amended are T.C.A. §7-86-103(5); T.C.A. §7-86-107(a); and T.C.A. §7-86-107(a)(2).

Public Perception vs. Reality

During this study, TACIR staff discovered that there is a discrepancy between public perception of what E-911 service is, and what many ECDs consider E-911 service to be. To better understand these differences, it may be helpful to discuss what can be called the “E-911 Circle.”¹³

¹³ The notion of an “E-911 circle” was mentioned by Michael J. Mahn at the TACIR Public Hearing on E-911 Districts.

Figure 1
E-911 Circle



At the bottom of the circle is the caller who is dialing 911. At the top of the circle is the person (or dispatcher) who is answering the E-911 call at the PSAP. The right hand side of the circle is technology. Many E-911 Boards consider E-911 service to be only the right hand side of the circle; E-911 service includes, at most, the answering of the emergency call. The left hand side of the circle is the emergency response. Many E-911 Boards believe that the actual response and the response time are the responsibility of the local governments served by the ECD, and are not part of E-911 service.

The public's perception, however, is that E-911 service encompasses the entire circle, from the phone call to the E-911 center to the arrival of emergency aid. It appears that the discrepancy arises because of the permissive nature of the statutory definition of E-911 service.¹⁴ That is, in the statutory definition, **E-911 service may—but is not required to—include the answering, transferring, or dispatching of emergency services.** Thus, some ECD Boards believe¹⁵ that E-911 service means only the technology and lines used, but not the answering or dispatching of the E-911 call. The answering and dispatching of emergency calls are the responsibilities of the county or city governments within the particular ECD's service area. Other ECD Boards believe that E-911 service includes only the technology, lines used, and the answering of the E-911 call only, but not the dispatching of any emergency services. The dispatching of emergency units and the response time are the responsibilities of the county and city governments. Finally, other ECD Boards believe that E-911 service means the technology, the lines used, the answering of the E-911 call, and the dispatching of emergency services to the E-911 caller.

According to the definition of E-911 service established in the ECD law, all three groups are probably correct. The permissive language of the statutory definition has created a definition of E-911 service that is unclear and ambiguous. The lack of a precise definition of the

¹⁴ T.C.A. §7-86-103(11).

¹⁵ Based on testimony presented at the TACIR Public Hearing on E-911 Districts.

definition of E-911 service that is unclear and ambiguous. The lack of a precise definition of the meaning of E-911 service could be the cause of many conflicts in ECDs between counties and cities. For example, assume that there are two cities, City A and City B, served by the ECD in County X. Both cities could be of the third opinion described above—that E-911 includes the lines, the answering, and the dispatching of the E-911 calls. In this situation, both cities could believe that the E-911 service charge should cover dispatching costs. However, County X's ECD could believe that E-911 service includes the lines only. The county would thus not provide dispatchers and would not pay for dispatching. Under such a circumstance, it is easy to see how conflicts could arise between the two cities and the county ECD.

It is also possible that the Tennessee Attorney General's office may have a different definition than those definitions discussed above. That is, it could be that the Attorney General's office would define the "911 circle" as a function of the response method chosen by a given ECD. In 1989¹⁶ and again in 1992,¹⁷ the Tennessee Attorney General opined that the responsibility for dispatching depends on the type of response method chosen. The Attorney General opined that if an ECD uses the direct dispatch method, then that ECD is responsible for dispatching emergency services. The ECD may use the emergency telephone service charge to pay for the costs of dispatching, including salaries and all necessary equipment. With respect to the other three response methods, the responsibility for dispatching appears to be with the appropriate local government or emergency service provider. Thus, from the Attorney General's Office, it appears that if an ECD has chosen the direct dispatch method, E-911 service is the technology, the lines, the answering of the call, and the dispatching of the emergency services; the response time would still be the responsibility of the respective local governments or emergency services agencies.


	Dispatch	n=47	59.5%
	Transfer	n=11	13.9%
	Relay	n=1	1.3%
	Referral	n=0	0.0%
	Other	n=20	25.3%

Table 2 provides information on the different response methods used by ECDs that responded to the TACIR survey of E-911 Board Chairs. All 20 respondents who replied "other" indicated that their ECD uses both transfer and dispatch response methods. One respondent indicated that the ECD transferred calls for emergency medical services (EMS), and dispatched all other calls. Another respondent indicated that the ECD transferred all calls

for the Sheriff's Department, and dispatched all other emergency calls.

HOW DO EMERGENCY TELECOMMUNICATIONS SYSTEMS WORK?

The Difference Between Basic 911 and Enhanced 911 Service

Basic 911 service transmits a telephone emergency request for emergency services to a public safety answering point (or PSAP), which then dispatches the appropriate emergency service to the caller. The operator answering the call knows only that the caller has dialed 911, but does not know who is calling, or from where the call is being made.

¹⁶ Op. Tenn. Atty. Gen., U89-16, February 16, 1989.

¹⁷ Op. Tenn. Atty. Gen., U92-137, December 29, 1992.

Enhanced 911 service has all the characteristics of Basic 911 service, but also automatically displays the name, address, and telephone number of the incoming call, as well as the public safety agency or agencies serving that address.

Following are the four features available with Enhanced 911 service that are not available with Basic 911 service.¹⁸

Selective Routing (SR) automatically routes the caller to the primary public safety answering point (PSAP) that serves the address or telephone number. A list of the three emergency service agencies (police, fire, and medical) that serve each address are stored in a computerized data base for each telephone number and stored in an electronic switching office (or ESS). When a call is received, the ESS locates the telephone number and the routing code for the PSAP, and the call is then routed to the appropriate PSAP.

Automatic Number Identification (ANI) automatically displays the telephone number of the caller. The number appears the instant the call is answered, thereby eliminating the need for the caller to give the proper telephone number to the dispatcher.

Automatic Location Identification (ALI) automatically displays the location from which the 911 call originates. In cases where the call is made from a business, ALI also displays the name of the business. In addition, ALI lists the three emergency agencies (fire, police, and medical) that have jurisdiction over that address. ALI coupled with ANI eliminates the need for a call to be held and traced, which can occur if a caller is unable to speak for some reason. This feature also allows a dispatcher to send assistance without any spoken communication from the caller.

One button transfer allows the E-911 operator to transfer any calls to other emergency agencies by pushing a single button; in most instances, no dialing is required. The correct agency that serves the E-911 caller's address appears on a screen, and the E-911 operator merely pushes a button to transfer the call to the appropriate agency. The entire process usually takes less than six seconds to complete.

What is a PSAP?¹⁹

The Public Safety Answering Point (PSAP) is the location where an individual 911 call is electronically routed. Specifically, the PSAP is the communications center that is responsible for answering E-911 calls. The PSAP operator either dispatches the emergency call directly to the appropriate emergency services agency (police, fire, or medical), or transfers the call to another PSAP for dispatching. When a PSAP receives a 911 call, the ANI is sent by

¹⁸ North Dakota Legislative Council, *Background Memorandum on Enhanced 911 Emergency Telecommunications System*, June 1985; and Sue Pivetta, *The 9-1-1 Puzzle: Putting All the Pieces Together*. Coshocton, Ohio: The National Emergency Number Association, 1993.

¹⁹ Sue Pivetta, *The 911 Puzzle: Putting All the Pieces Together*. Coshocton, Ohio: The National Emergency Number Association, 1993; and testimony from the TACIR Public Hearing on E-911 Districts, September 13, 1994.

the ALI control software to the ALI database, and the associated ALI record is retrieved. While the PSAP operator is speaking with the caller, the ALI information is displayed on a computer monitor for the PSAP operator.²⁰

There are two types of PSAPs: the primary PSAP, and the secondary PSAP. The primary PSAP is the first center or location to take E-911 calls. The secondary PSAP usually takes calls from the primary PSAP, and serves as a backup in case the primary PSAP fails or is overloaded with calls. For example, in the Shelby County ECD, Memphis E-911 calls are all initially answered at the Memphis Police Department PSAP. Fire emergency calls are then transferred to the Memphis Fire Department, which, in this case, would be the secondary PSAP for Memphis; the primary PSAP would be the Memphis Police Department.

An important issue is the location of the PSAP or PSAPs in a given E-911 service area. An emergency service zone (or ESZ) is the jurisdiction wherein there is only one police, fire, and medical service. Thus, it is possible to have more than one PSAP in a given emergency communications district. When such a situation exists, it is said that that district has decentralized dispatching. For example, assume that City A has its own PSAP that takes all E-911 calls for that ESZ. City A would also dispatch all service calls within its jurisdiction. City B, on the other hand, does not have its own PSAP. Here, the PSAP for the ECD would take City B's E-911 calls, and then either transfer the E-911 calls over so that City B could dispatch its own emergency services, or directly dispatch the units for City B.

There are other situations where the entire county's communications are consolidated into one central location, with one PSAP for the entire county; this is called centralized dispatching. All E-911 calls come into one location, and emergency services are dispatched from that center. For example, Washington County ECD has centralized dispatching. Its PSAP is in Johnson City, and all E-911 calls are answered and then dispatched from the one PSAP. Metro Nashville/Davidson County ECD also has centralized dispatching, but is in a unique position. Metro Nashville is the only county with only one fire department, one police department, and one ambulance service. Metro Nashville ECD has only one PSAP, which makes sense given the consolidation of emergency service providers.²¹

The National Emergency Number Association (NENA) advises that the choice between centralized and decentralized dispatching should depend on local circumstances. However, PSAP location is a major control issue, and often leads to turf battles and conflicts on E-911 Boards. The NENA recommends that the primary factor in the location and number of PSAPs should be financial. Other factors are shown in Figure 2 below.

²⁰ T.C.A. §7-86-102(b) requires the Public Service Commission (PSC) to regulate PSAP equipment for adherence to equipment standards, the protection of proprietary information, and to ensure the integrity and quality of E-911 service.

²¹ Information obtained from written and oral testimony at the TACIR Public Hearing on E-911 Districts, September 13, 1994.

Figure 2
Other Factors Used In Determining Centralized or Decentralized Dispatch Method

- ◆ The cost of transporting lines across jurisdictions.
- ◆ Equipment needs for the PSAPs.
- ◆ Staffing requirements.
- ◆ Growth potential for the proposed communications center.
- ◆ The relationships among various local governments.
- ◆ Any existing inter-local government agreements.
- ◆ The network requirements for each PSAP—the number of lines, trunks, and circuits—and whether current technology can support these requirements.
- ◆ Training needs and qualifications of existing personnel.

WHAT HAPPENS IN AREAS WITHOUT E-911 SERVICE?

Residents of rural areas that do not have an ECD to serve their area still have emergency services. In most cases, volunteer fire and emergency medical services are available. The Sheriff's Department provides other types of emergency services. In some counties, ambulance services are provided and paid for by the county.

In June 1994, TACIR staff interviewed five county officials²² in counties without E-911 service. In four of the counties (Van Buren, Sequatchie, Grundy, and Wayne²³), county officials reported that if a person dials 911, he or she gets the Sheriff's Department dispatcher. County ambulance service can be dispatched by the Sheriff's Department, as well as a volunteer rescue squad and a volunteer fire department.

Officials in Lake County reported that residents must dial the seven-digit number of the appropriate emergency service provider (police, fire, or medical). The official was not aware of what would happen if a resident dialed 911.

Officials in Unicoi County²⁴ reported that individuals must dial the seven-digit number of either the Sheriff's Department, the ambulance service, or other provider in the area. Emergency services can be dispatched from the Sheriff's Office, although the ambulance service and the volunteer rescue squad have their own dispatchers. If a person dials 911, the call is answered by the E-911 PSAP in Washington County. The Washington County E-911 operator then transfers the call back to the Unicoi County Sheriff's Office.

²² Grundy, Lake, Sequatchie, Van Buren, and Wayne Counties.

²³ Wayne County residents approved an E-911 referendum on November 8, 1994.

²⁴ Residents in Unicoi County approved the creation of an ECD on August 4, 1994. Unicoi County has not appointed an E-911 Board yet.

CREATION AND ORGANIZATION OF EMERGENCY COMMUNICATIONS DISTRICTS

There are three phases in the creation of an emergency communications district. The first phase involves the referendum vote and the decision by the voters to create the district. The second phase, implementation, can last from 18 to 48 months. Districts in the implementation phase have been created but are not in operation yet. The implementation phase involves creating the board of directors, addressing, creating the database, buying equipment, acquiring space, and hiring staff. The third and final phase involves switching the equipment over and "turning on" the system. Districts with an operational E-911 emergency communications system are said to be "on-line."

TACIR staff obtained information on the operational status of all E-911 districts that had voter-approved E-911 referendums. Table 3 below contains information on the breakdown of ECDs in Tennessee, as of January 20, 1995.

**Table 3
Breakdown of ECDs in Tennessee**

	COUNTY	MUNICIPAL	TOTAL
On-Line	74	4	78
Implementation*	14	0	14
TOTAL SYSTEMS	88	4	92
Systems In Referendum Phase	0	0	0

*Includes districts with voter approved E-911 referendums whether or not an E-911 Board has been appointed.
Source: South Central Bell; Tennessee Emergency Number Association; and Interviews with individual ECDs.

ECDs AS MUNICIPAL CORPORATIONS

T.C.A. §7-86-106 provides that emergency communications districts are municipalities or public corporations, without the authority to levy or collect taxes. Charges for E-911 services are not considered to be taxes, but bona fide service charges by all service users, including governmental entities. The powers of the district are vested in the majority of a district's Board of Directors.

CREATION OF E-911 DISTRICTS BY REFERENDUM

Any municipality or county may create an ECD following a majority vote by the residents in the proposed district. A vote is put before the residents in which they must vote "For" or "Against" the creation of the district. Creation of a district requires the approval of the

residents because districts are funded primarily through service charges added to every telephone bill in the district. Expenses of the election are paid by the local government (county or municipality) proposing the vote.²⁵

T.C.A. §7-86-104(a)(1) states that "...the legislative body of any municipality or county may by ordinance or resolution, respectively, create an emergency communications district within all or part of the boundaries of such municipality or county. Prior to the establishment of such district, an election shall be held...." This section leaves open the possibility that a municipality may hold a referendum to create a separate municipal ECD within the countywide ECD. This has, in fact, happened in Bristol and Kingsport, Tennessee. However, T.C.A. §7-86-104(a)(2) (amended in 1994) establishes a moratorium until April 14, 1995, on the creation of a new district within the boundaries of an existing emergency communications district.

T.C.A. §7-86-107(d) allows an E-911 Board to maintain a separate secondary backup number, and requires an E-911 Board to maintain a separate number for non-emergency calls. The Attorney General has opined that E-911 operators should not answer, handle, or dispatch non-emergency calls; doing so is inconsistent with statutory provisions.²⁶

T.C.A. §7-86-108(d)(1) requires an E-911 Board to pass a resolution specifying the date on which the statutory service charge will begin, and the date on which E-911 service is to begin. However, there is no enforcement mechanism to ensure that a district will begin E-911 service on the date specified in the resolution.

Issue: Should the General Assembly amend the ECD Law to require E-911 Boards to refund or stop charging the monthly service charge if E-911 service has not begun by the date specified in the resolution?

BOARDS OF DIRECTORS FOR ECDs

Method of Selection

T.C.A. §7-86-105 establishes state policy concerning the creation of the Board of Directors of an ECD. T.C.A. §7-86-105(b)(1) states that the "...legislative body may appoint a board of directors composed of not less than seven (7) nor more than nine (9) members to govern the affairs of the district...." There are currently four exceptions to the general rule, all based on 1980 census data. The exceptions are as follows:

- ◆ In a home rule municipality having a population of less than 30,000 residents, and having an incorporated area lying in two or more counties (Oak Ridge), the municipality's legislative body may serve as the Board of Directors of the ECD if the municipal government provides the emergency services.²⁷
- ◆ In counties with a metropolitan form of government and a population between 400,000 and 500,000 (Nashville/Davidson County), the E-911 Board has seven to nine members. Members of the Board of Directors are

²⁵ T.C.A. §7-86-104(b).

²⁶ Op. Tenn. Atty. Gen., U92-137, December 29, 1992.

²⁷ T.C.A. §7-86-105(b)(1).

appointed by the mayor and subject to confirmation by the Metropolitan City Council. In addition, the mayor is required to include minorities and females in appointments to the E-911 Board.²⁸

- ◆ In counties (that do not have a metropolitan form of government) with a population between 300,000 and 750,000 (Knox), the Mayor, Police Chief, and Fire Chief of the largest municipality, the County Sheriff, and the County Executive must be members of the E-911 Board of Directors. The county legislative body may appoint up to 11 (rather than nine) members. Of the two additional members, one must be female and the other must be a representative of the non-governmental emergency services agencies serving the district.²⁹
- ◆ In counties with a population between 43,700 and 43,800 (Hawkins) the county legislative body may appoint two additional board members, for a nine-member Board of Directors.³⁰

Term Lengths

Term lengths are described in T.C.A. §7-86-105(c). In general, ECD board members are initially appointed to staggered terms of two, three, and four years. Subsequent terms are four years. There are two exceptions, based on 1980 census data:

- ◆ In counties with a population between 300,000 and 750,000 (Knox), the two additional board members are initially appointed to one-year terms. If those members are reappointed after the initial one-year term, they are allowed to serve a four-year term.³¹
- ◆ In counties with a population between 43,700 and 43,800 (Hawkins), the two additional board members are initially appointed to two-year terms. If those members are reappointed after the initial term, they may serve a four-year term.³²

Reappointment to the E-911 Board of Directors

There is nothing in the Emergency Communications Districts Law that specifies reappointment to the Board. The lack of a specific statutory process for reappointing members of E-911 Boards could result in boards becoming self-sustaining, thereby reducing at least the appearance of accountability.

Issue: Should the General Assembly amend the ECD Law to include a specific section on reappointment of E-911 Board members?

²⁸ T.C.A. §7-86-105(b)(2).

²⁹ T.C.A. § 7-86-105(b)(3).

³⁰ T.C.A. §7-86-105(b)(4).

³¹ T.C.A. §7-86-105(b)(3).

³² T.C.A. §7-86-105(b)(4).

Ouster of an E-911 Board Member

There is nothing in the Emergency Communications Districts Law that specifies procedures that must be followed to remove a Director from office. A few presenters at the TACIR Public Hearing on E-911 Districts stated that it was their opinion that ouster proceedings for E-911 Board members would fall under those for city or county government officials.

Issue: Should the General Assembly amend the ECD Law to include a specific section on the ouster or removal of an E-911 Board member for cause?

Eligibility Requirements

Unlike the utility district law, E-911 Board members are not subject to eligibility criteria. For example, T.C.A. §7-82-308 requires utility district commissioners to be residents and real property owners within their utility district. No eligibility requirements exist for E-911 Board members.

Many presenters at the TACIR Public Hearing on E-911 Districts testified that given the complex technical nature of E-911 service, E-911 Board members should have to meet minimum eligibility requirements.

Issue: Should E-911 Board members be required to meet eligibility requirements?

Compensation of E-911 Board Members

Unlike the utility district law, the Emergency Communications Districts Law [T.C.A. §7-86-105(d)] prohibits E-911 Board members from being compensated for regular board meetings.³³ However, E-911 Board members may be reimbursed for travel expenses, pursuant to T.C.A. §7-85-125. In fact, the Board of Directors of each ECD is required to adopt comprehensive travel regulations for all officers and employees of the district, comparable to the travel regulations of the county or city that established the E-911 district. T.C.A. §7-86-125(b) requires the E-911 Board to keep a copy of the district's travel regulations in the district office, open for public inspection.

Statutory Powers, Duties, and Responsibilities

The powers, duties, and responsibilities of E-911 Boards are not explicitly described in a specific section of the Emergency Communications Districts Law, as, for example, they are for utility district commissioners. Rather, the E-911 Board's responsibilities are scattered throughout the ECD Law. For example, T.C.A. §7-86-105(e), (f), (g), (h), and (i); T.C.A. §7-86-107; T.C.A. §7-86-108; and T.C.A. §7-86-114 all relate, in some manner, to specific powers and duties of the board. Some of these powers and duties are listed below:

- ◆ The E-911 Board has the authority to select its Chair from its members;³⁴

³³ T.C.A. §7-82-308 allows individual utility district boards of commissioners to adopt, by resolution, per diem payments for a maximum of 12 meetings in one calendar year. Utility district commissioners may also be compensated for travel expenses, pursuant to T.C.A. §7-82-309(6).

³⁴ T.C.A. §7-86-105(e).

- ◆ A majority of the E-911 Board constitutes a quorum, with all official action requiring a quorum of the board members;³⁵
- ◆ The E-911 Board has the authority to hire employees, experts, and consultants to the extent that funds are available;³⁶
- ◆ The E-911 Board may provide pension, insurance, or other benefits for district employees, including participation in the Tennessee Consolidated Retirement System (TCRS);³⁷
- ◆ E-911 Board members are prohibited from being employees of the district;³⁸
- ◆ The E-911 Board has the authority to choose the emergency response method (direct dispatch, relay, transfer, or referral);³⁹
- ◆ The E-911 Board has the authority to subscribe to the appropriate telephone services;⁴⁰
- ◆ The E-911 Board has the authority to determine the monthly telephone service charge levels;⁴¹ and
- ◆ The E-911 Board has the authority to issue debt obligations, subject to the approval of the county or municipal legislative body that created the district.⁴²

ECDs are subject to the Sunshine Law (T.C.A. Title 8, Chapter 44). T.C.A. §8-44-102(a) states that "...all meetings of any governing body are declared to be public meetings open to the public at all times, except as provided by the Constitution...." T.C.A. §8-44-103(a) states that "...any such governmental body which holds a meeting previously scheduled by statute, ordinance, or resolution shall give adequate public notice of such meeting...."

ECDs are also subject to the Open Records Law (T.C.A. Title 10, Chapter 7). T.C.A. §10-7-503(a) states that "...all state, county and municipal records...shall at all times, during business hours, be open for personal inspection by any citizen of Tennessee, and those in charge of such records shall not refuse such right of inspection to any citizen, unless otherwise provided by state law...."

T.C.A. §7-86-119 requires any board member, employee officer, or any authorized person who receives, spends, or has access to public funds to be covered by a surety bond to protect the county or municipality from legal liability for the misuse of funds. (This was an amendment following the Madison County scandal.) The amount of the surety bond depends on a district's revenues during the latest audit approved by the Comptroller's Office. The Comptroller's Office is responsible for holding the bonds, and the premiums are paid for by the individual districts.

³⁵ T.C.A. §7-86-105(f).

³⁶ T.C.A. §7-86-105(g).

³⁷ T.C.A. §7-86-105(h).

³⁸ T.C.A. §7-86-105(i).

³⁹ T.C.A. §7-86-107(a).

⁴⁰ T.C.A. §7-86-107(c).

⁴¹ T.C.A. §7-86-108(a)(1).

⁴² T.C.A. §7-86-114(a).

MUNICIPAL REPRESENTATION ON E-911 BOARDS

A major area of controversy surrounding ECDs focuses on whether municipalities are adequately represented on E-911 Boards. Many city officials contend that because they generate a majority of the E-911 service charge revenue, the selection method and composition of E-911 Boards should be changed. Many county officials and ECD board members and staff contend that E-911 Boards represent all citizens, regardless of whether they live in an urban or rural area of the county and that current selection methods and composition of boards are satisfactory. Other officials state that the issue of municipal representation is actually a symptom of greater problems; if the General Assembly were to more clearly define the role and proper actions of E-911 districts, there would be less room for argument about whether cities are being adequately represented on the E-911 Boards. Municipal officials state that as long as cities perceive that their concerns are underrepresented on E-911 Boards, there will be a growing number of cities that will "secede" from their respective county ECDs.

In the TACIR surveys, E-911 Board Chairs, Mayors, City Managers, and County Executives were presented with 13 issues, and asked whether they agreed with, disagreed with, or were neutral about those issues. (Appendix F contains a breakdown of the survey results on these issues.) Survey recipients were asked their opinion on the following question about municipal representation: "911 district Boards of Directors should be required to include equal numbers of city and county concerns."

A majority of total respondents (63.2 percent) agreed overall that E-911 Boards should include an equal representation of both municipal and county concerns. At the same time, other survey results indicate that the opposite may be happening. In the TACIR survey, E-911 Board Chairs were asked to provide a list of board members and their professional or political positions. Fifty-six county systems provided TACIR staff with that information.⁴³ TACIR staff then broke down board composition for municipal representatives (Mayor, City Managers, City Police Chiefs, City Fire Chiefs, City Council/Commission representatives, and City EMS personnel, for example); county representatives (County Executives, County Sheriffs, County Commissioners, and County EMS personnel, for example); private citizens; and an unidentified category.⁴⁴ This breakdown is provided in Appendix G.

From Appendix G, it can be seen that of the 56 boards represented, total membership is 489 (for an average board size of eight to nine members). There are only 82 municipal representatives on these boards, which represents less than 17 percent of total membership. County representatives (117) account for almost 25 percent of total membership on the E-911 Boards. Private citizens (178) represent approximately 36 percent of total representatives, and unidentified accounts for about 23 percent of total board representation.

The issue of municipal representation was also discussed at the TACIR Public Hearing on E-911 Districts. Some presenters favored amending the ECD Law to require equal municipal representation on E-911 Boards. Following is a summary of the differing viewpoints.

⁴³ Bristol ECD was not included in the analysis.

⁴⁴ "Unidentified" includes Board members who did not fit into the previous three classifications, such as Attorney, Business Safety Director, Community College President, and Director of a waste water plant.

Those persons presenting testimony supporting this issue cited the following reasons:

- ◆ Because the County Executive appoints E-911 Board members, county government will dominate appointees, even those chosen to represent cities.
- ◆ Urban versus rural interests are not balanced on E-911 Boards. Cities provide the largest portion of revenue and customers, but are a minority on E-911 Boards.
- ◆ Dual representation on E-911 Boards is beneficial to the entire system.
- ◆ Most problems concerning management and accountability are caused by a lack of city representation on E-911 Boards.
- ◆ Most problems should be worked out locally, but the decisions are controlled by the counties, without adequate representation of cities.
- ◆ Mayors should be able to name municipal representatives for the E-911 Boards, not County Executives.
- ◆ Municipal representation is needed, because those groups that actually have a stake in the operation and delivery of emergency services will be the most responsive and accountable.
- ◆ Board membership should be proportional to the percentage of incorporated population compared to unincorporated population.
- ◆ Any municipality able to generate enough E-911 revenue to have its own PSAP should have its own PSAP, and a seat on the E-911 Board.
- ◆ Changing the method of selection and board composition will reduce the number of cities that will "secede" from their county ECDs.
- ◆ Municipalities that contribute funds to operate an ECD should be represented on the ECD Board.

Those presenting testimony opposing this issue of mandatory municipal representation on E-911 Boards cited the following reasons:

- ◆ If E-911 board composition is mandated, many districts will lose significant expertise of board members no longer eligible to serve.
- ◆ Legislatively-mandated municipal positions result in double representation and will disenfranchise residents living in unincorporated areas of a county.
- ◆ County commissioners represent all citizens, regardless of where they live.
- ◆ ECDs were created to serve the public's interest, not that of cities or counties.
- ◆ The current appointment process does provide for municipal representation, because appointees are subject to confirmation by a locally elected governing body.

- ◆ Problems concerning municipal representation are local problems, and should be left at the local level, not mandated by the state.

CREATION ISSUES

Addressing, Naming, and Signing of Streets and Roads

One of the most important and often costly steps in implementing E-911 service is addressing and naming streets and roads in that particular E-911 jurisdiction. This process is needed for two reasons. First, the core of E-911 is the address and telephone number display of the 911 caller at the PSAP. Second, a property numbering system must be established to create the data base required by the local telephone company. The data base contains information such as telephone customer records, master street address guides (or MSAG), and emergency service number datasets.

According to the National Emergency Number Association (NENA), there are actually two steps involved in addressing: mapping, and addressing. Maps are needed to provide information on the geographic area to be covered by the particular ECD. The goal of addressing is to ensure that each telephone location can be identified by a unique address. NENA estimates that it takes about 15 days to address 100 miles of road. NENA also advises E-911 Boards to involve the US Postal Service immediately.

Service Configuration Options: One PSAP or multiple PSAPs?

The questions of how many PSAPs an ECD should have and whether municipalities in a county ECD have a right to their own PSAP are quite controversial, and probably involve a much deeper issue: that of control. In the TACIR survey, E-911 Board Chairs were asked how many PSAPs their systems had. Table 4 below provides a breakdown of the survey results.

Table 4
TACIR Survey Results:
Number of PSAPs in E-911 Systems

One PSAP	n=47	59.5%
Two PSAPs	n=15	19.0%
Three PSAPs	n=5	6.3%
Four PSAPs	n=3	3.8%
Five or more PSAPs	n=4	5.1%
No Response	n=5	6.3%

Following are comments made by presenters concerning PSAPs at the TACIR Public Hearing on E-911 Districts:

- ◆ With only one PSAP, if the center goes down, the whole system is lost unless a backup is available.

- ◆ With only one PSAP, who pays for dispatch employees? Are they district employees? Who would set personnel policies?
- ◆ Duplication of dispatch centers is an inefficient use of resources, and increases the cost of providing E-911 service.
- ◆ Multiple PSAPs in a county ECD increase the likelihood that dispatch centers will be inadequately staffed for E-911 calls.
- ◆ Decentralized dispatching adds to the fragmentation of service delivery.
- ◆ An increase in the number of PSAPs does not mean more dispatchers.
- ◆ There is greater flexibility with decentralized dispatching.
- ◆ The decision on the number of PSAPs should be left to individual E-911 Boards to decide what is best for that county or system.
- ◆ Any municipality that generates enough E-911 revenue to support its own PSAP should be able to have its own PSAP.

Issue: Should cities (and all emergency services providers) have the right to their own PSAP and to dispatch their own emergency service units?

Recommendation: The TACIR Commissioners recommended in January 1995 to amend T.C.A. §7-86-103 and T.C.A. §7-86-107. The TACIR Commissioners recommended that each emergency services provider has the right to dispatch its own services, unless a voluntary agreement is made between such provider and the respective ECD.

CREATION OF A MUNICIPAL ECD WITHIN THE BOUNDARIES OF AN EXISTING COUNTY ECD

Another, perhaps more controversial issue is that of cities "seceding" from their present countywide ECDs and forming their own separate E-911 districts within the boundaries of the existing countywide systems. Since 1993, Kingsport and Bristol, both in Sullivan County, withdrew from the Sullivan County ECD after separate referendum elections. In 1994, the General Assembly established a moratorium on the creation of a new district within the boundaries of an existing E-911 district. That moratorium expires on April 14, 1995. Representatives from the Tennessee Municipal League (TML) stated at the TACIR Public Hearing on E-911 districts that they oppose the moratorium; if municipal concerns are not adequately addressed, the TML will advocate legislation to allow cities to withdraw from their county ECDs. Representatives from the Tennessee County Services Association (TCSA) stated at the Public Hearing that they support the moratorium, and that it should be made permanent.

A factor related to this issue is that there is no statutory process for the merger or consolidation of E-911 districts, or for the splitting up or carving off of a new E-911 district within a currently existing ECD. For example, if a city wanted to create a separate ECD, who votes in the required referendum: just the municipality, or the entire county that voted for the initial county system?

In the TACIR surveys, recipients were asked their opinion on the following statement relating to separate city and county E-911 districts: "There are no major problems when cities create 911 districts apart from the county-area system." **Based on the survey results, it appears that there are problems associated with separate city and county ECDs.** That is, a majority of total respondents disagree with the statement that separate city and county E-911 systems do not pose any problems. Stated otherwise, a majority of total respondents agree that separate city and county E-911 systems do pose problems. City managers were evenly split on this issue. From the survey results, it can be seen that opinions on this issue fall along city-county lines. At the same time, while a greater percentage of mayors disagreed than agreed with the issue as presented, the same percentage was neutral (39 percent). About the same percentage of County Executives and E-911 Board Chairs—75.3 percent and 73.4 percent, respectively—disagreed with the issue as presented.⁴⁵

Survey recipients were not asked if they agreed with the current moratorium. However, survey results suggest the following: given that the majority of total respondents believe that there are problems—whatever they may be—concerning separate city and county E-911 systems, the General Assembly may wish to extend the current moratorium until issues such as municipal representation on E-911 Boards are resolved.

The issue of separate city and county E-911 districts was also discussed at the TACIR Public Hearing on E-911 districts. Those persons presenting testimony supporting the moratorium and opposing separate city and county ECDs cited the following reasons:

- ◆ Separate systems increase fragmentation of services.
- ◆ There is decreased coordination among emergency response agencies.
- ◆ County systems experience a huge loss in revenues; some may not be able to continue to provide E-911 service without increasing other taxes.
- ◆ There are problems involved with annexation—what happens if a city with its own ECD annexes property in the county served by the county ECD?
- ◆ Duplication of services increases the costs of providing E-911 service, and represents an inefficient use of revenue resources.
- ◆ The General Assembly mandated equal service to all citizens, regardless of where they live.
- ◆ Rural citizens of a county will be negatively impacted.
- ◆ Creation of separate ECDs places an additional tax burden on citizens, in the form of referendum costs and costs associated with additional equipment, phone lines, answering equipment, building space, and personnel.
- ◆ Consolidated systems are more efficient and effective.

⁴⁵ It is interesting to note here survey results from the Mayors and City Managers. Both groups were asked if they felt that municipal concerns were adequately brought to the E-911 Board. Slightly over half of both Mayors and City Managers (53 percent and 53.3 percent, respectively) thought that their concerns were adequately brought to the E-911 Board.

- ◆ The two districts could end up being more interested in revenues and territory than in serving the public.
- ◆ Separate city and county systems deceive the public, because the public voted on a countywide system. All residents in the county should therefore be required to vote on a city seceding from the county system.

Those persons opposing the moratorium and supporting separate city and county ECDs cited the following reasons:

- ◆ The ability of a city to "secede" should be a local option.
- ◆ The actual separation is easy because of technology.
- ◆ A municipal ECD will be more accountable to the public.
- ◆ County ECDs are often plagued by county representatives on the E-911 Board who bring in other political agendas to an independent board.
- ◆ County ECDs often become driven by outside and often conflicting issues.
- ◆ Cities are concerned with accountability, oversight, fairness, equity, and service delivery issues, and are held accountable by their citizens for E-911 service.
- ◆ In the absence of a county ECD, cities should be able to create their own districts.
- ◆ County ECDs should treat all municipalities and the county equally with respect to service. In many instances, cities are not treated equally.
- ◆ With inadequate and unequal municipal representation on E-911 boards, cities are left with no other choice than to "secede."
- ◆ A dispatcher under the control of a city police department will have a different attitude than a dispatcher hired by the E-911 Board who does not answer directly to the public.
- ◆ In a county ECD, the county does not provide fire service, but controls the E-911 Board that dispatches the city's fire equipment. Since the city provides that particular service, and is under-represented on the E-911 Board, the city should have the option of forming its own ECD.
- ◆ Multiple ECDs within a county are no different than multiple public safety agencies with varying jurisdictional boundaries.

Issue: Should the current moratorium (on the creation of a separate municipal ECD within the boundaries of an existing ECD) be extended?

Recommendation: The TACIR Commissioners recommended in January 1995 to amend T.C.A. §7-86-104(a)(2) to extend the current moratorium for two years, beginning April 14, 1995, to allow time for this issue to be further studied and resolved.

FUNDING OF EMERGENCY COMMUNICATIONS DISTRICTS

Funding for E-911 service in an ECD can come from three main sources: a statutory service charge levied on all telephone customers;⁴⁶ the issuing of bonds; and federal, state, and other local revenues.

THE STATUTORY TELEPHONE SERVICE CHARGE

Funds to pay for E-911 service in a district are largely generated from a monthly telephone charge levied on all telephone customers in a district. T.C.A. §7-86-108(a)(1) establishes a maximum rate of \$0.65 (65 cents) per month for residences, and \$2.00 per month for businesses. Charges must be applied uniformly throughout the entire district. An E-911 Board is further required to justify any rate increase to the appropriate legislative body, if the proposed rate increase was not approved in a referendum.⁴⁷ T.C.A. §7-86-108(c) allows the appropriate legislative body to lower the monthly service charge, as long as the new rate still covers the reasonable costs of the district's operations.

T.C.A. §7-86-108(a)(2) does allow an E-911 Board to submit a request in a referendum for a rate increase above the statutory maximum. The Board's proposed new rates cannot exceed \$1.50 per month per residential line and \$3.00 per month per business line. An E-911 Board may submit such a referendum only once in a two-year period. Here is the process for the referendum:

1. The E-911 Board must approve a rate increase to be submitted to the voters.
2. The request for the rate increase must be submitted to the county election commission at least 60 days before a regularly scheduled election.
3. A vote is put before the residents in the district in which they must vote "For" or "Against" the specific amount of the rate increase.

An E-911 Board is also authorized to contract with a local service supplier for the appropriate telephone services. The local telephone company also collects the monthly service charge.⁴⁸ The local phone company is required to remit the service charge to the E-911 Board every two months, and can retain up to three percent as an administrative fee. The local phone company is further required to provide an annual accounting of the collection of the statutory service charge to the E-911 Board.⁴⁹

T.C.A. §7-86-110(c) allows a local telephone company or the E-911 Board to either take legal action against or terminate telephone service to individuals who refuse to pay the monthly service charge.

⁴⁶ Presently, the statutory service charge is extended to only wired telephone service. Wireless (e.g., cellular) telephone service is not subject to the statutory service charge.

⁴⁷ T.C.A. §7-86-108(b).

⁴⁸ Appendix I contains information on the local telephone companies that serve Tennessee's counties.

⁴⁹ T.C.A. §7-86-110.

Application of the Statutory Service Charge

Presently, only "wired" telephone service is subject to the monthly service charge for E-911 service; cellular and other wireless telephone users are not subject to the E-911 service charge. According to Bill Stanton, Director of the National Emergency Number Association (NENA), wireless communications will render even Enhanced 911 service obsolete, because when someone dials "911" from a cellular phone, the location (ALI) and phone number (ANI) cannot be identified.⁵⁰ John Garner, Director of the Shelby County ECD, stated that by industry estimates, by the year 2000, 50 percent of all E-911 calls will be from cellular phones.⁵¹

It was also stated at the TACIR Public Hearing on E-911 Districts that coin and credit card telephones that are not owned by South Central Bell are subject to the monthly service charge. However, coin and credit card telephones that are owned by South Central Bell are not subject to the monthly service charge.⁵²

Most, if not all, of the presenters at the TACIR Public Hearing on E-911 Districts stated that they supported an extension of the telephone service charge to all cellular and other wireless telephone service subscribers. Following are some of their comments:

- ◆ Cellular telephone users are getting a free ride at the expense of other residential and business telephone users. They benefit from E-911 service, but do not pay.
- ◆ Wireless providers should be required to provide the number of the calling device (for ANI) to the PSAP.
- ◆ Wireless providers should be required to provide the user's billing address (for ALI) to the PSAP.
- ◆ All telephone devices, no matter what form, should be subject to the monthly service charge.
- ◆ The public perception is that they get all E-911 services (ANI and ALI) no matter what type of phone they use.
- ◆ Every telephone and telephone line in the state should be required to pay the telephone service charge.

⁵⁰ Telephone interview with Mr. Bill Stanton, Director NENA, June 3, 1994.

⁵¹ Written testimony from Mr. John Garner, Director of Shelby County ECD, at the TACIR Public Hearing on E-911 Districts on September 13, 1994.

⁵² South Central Bell officials stated that their coin telephones are not charged the E-911 service charge, because the charge is supposed to be levied on the service user, not the phone. In the case of coin telephones, the user is a walk-up customer. The officials stated that there is no good or efficient way to levy the service charge on coin phones.

Issue: Should the ECD Law be amended to extend the emergency telephone service charge to all cellular telephone, personal communications network, and other wireless telephone service subscribers?

Recommendation: The TACIR Commissioners recommended in January 1995 to amend the ECD Law to include wireless communications. The TACIR Commissioners agreed that subscribers and users of wireless telephone communications systems are enjoying the benefits of E-911 service, and should share in the payment of E-911 service in their county. Following are the specific recommendations:

- T.C.A. §7-86-103(7) should be amended to include in the definition of service supplier those suppliers that provide wireless telephone services.
- T.C.A. §7-86-103 should be further amended to define "wireless telephone service."
- T.C.A. §7-86-108(a)(1) should be amended to extend the emergency telephone service charge to wireless users at a rate that shall not exceed one-half the residential rate per month. Such proceeds shall be paid to the emergency communications district of the service user's billing address.

OTHER SOURCES OF REVENUE

Bonding/Indebtedness

Pursuant to T.C.A. §7-86-114(a), with the approval of the appropriate legislative body, each district has the power and is authorized to "...issue its negotiable bonds, notes and debt obligations for lease and/or lease purchases in anticipation of the collection of revenues for the purpose of constructing, acquiring, reconstructing, improving, bettering or expanding any facility or service...and to pledge to the payment of the interest and principal of such bonds, notes or debt obligations all or any part of the revenues derived from the operation of such facility, service or combination thereof...."

Before a district can issue any bonds, the district must submit the authorizing resolution along with specific financial statements to the Director of Local Finance in the Comptroller's Office. These financial statements are required to detail the district's total outstanding indebtedness, the project to be funded, and the most current financial statement. The Division of Local Finance has 15 days to comment upon—but not approve or disapprove—the proposal. The Comptroller's report must be made part of the bond issuance.⁵³

If a district defaults on any bonds or notes, the court having jurisdiction over that district is allowed to charge and collect rates to pay off those bonds, and to pay for operating expenses, pursuant to T.C.A. §7-86-115.

Contributions from County and Municipal Governments


To provide additional funding for E-911 services, the Board of Directors "...may receive funds from federal, state and local government sources, as well as funds from private sources...and may expend funds for the purpose of this chapter...."⁵⁴ In addition, the

⁵³ T.C.A. §7-86-114(b).

⁵⁴ T.C.A. §7-86-109.

legislative body "...creating a district...may appropriate funds to the district to assist in the establishment, operations and maintenance of such district...."⁵⁵

E-911 Board Chairs were asked (in the TACIR survey) if their districts receive city or county fund supplements for district operation. The results are listed in Table 5.

	Yes	n=22	27.8%
	No	n=53	67.1%
	No response	n=4	5.1%

The Attorney General has opined that if an ECD uses the direct dispatch response method, the district may use E-911 revenues to provide for dispatching emergency services. These costs include salaries and all equipment necessary to do dispatching.⁵⁶ The ECD Law does not specifically authorize ECDs to impose dispatch fees on city or county governments. T.C.A. §7-86-109 does allow county and city governments to appropriate funds to the ECD.

Issue: Who pays for dispatching? Should county and city governments contribute to the operation of ECDs?

E-911 REVENUES: HOW MUCH IS TOO MUCH?

T.C.A. §7-86-108(d)(2) allows an E-911 Board to levy the telephone service charge before the ECD becomes operational. Most, if not all, ECDs tend to accumulate significant funds, as Retained Earnings, before they become operational so they can pay cash for the installation and equipment costs. According to Michael J. Mahn, "...Tennessee telephone companies, as a rule, do not require 9-1-1 districts to pay any costs until the system is installed and operational. At this point, there are significant payments required, called the 'non-recurring charge,' which averages about \$2.25/person (In Hamilton County, this was \$600,000)...."⁵⁷

T.C.A. §7-86-112 requires an E-911 Board to reduce or suspend the service charge if collected revenues are greater than the district's funding requirements. Several ECD officials at the TACIR Public Hearing on E-911 Districts stated that their E-911 Board had reduced rates since being created.⁵⁸ As stated earlier, T.C.A. §7-86-108(c) allows the appropriate legislative body, by a two-thirds vote, to reduce the monthly service charge as long as the ECD is able to cover all reasonable operating costs.

⁵⁵ Ibid.

⁵⁶ Op. Tenn. Atty. Gen., U89-16, February 16, 1989.

⁵⁷ Written testimony of Michael J. Mahn, TACIR Public Hearing on E-911 Districts.

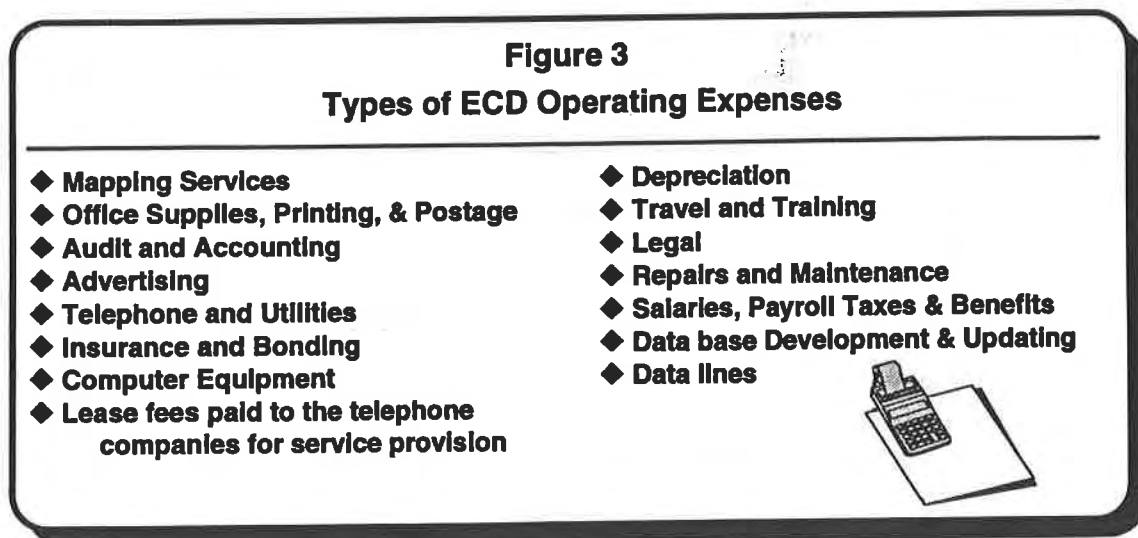
⁵⁸ In the TACIR survey to E-911 Board Chairs, they were asked how many times they had adjusted the monthly service charge. Please see Appendices B, C, D, and E for complete survey results.

Many questions have been raised about the financial status of Tennessee's emergency communications districts. One area of concern is what constitutes a reasonable standard for the retained earnings held by districts. Should there be a standard for the ECDs to follow in determining telephone service charge rates and subsequent levels of retained earnings? Should the statutory maximum rate be abolished? Are the large amounts of retained earnings held by a significant number of districts reasonable, or should these districts be required to refund some of the "excess" retained earnings? To answer these types of questions, a reasonable standard must be determined. At this time, there exists no such standard with respect to ECDs.

In an attempt to determine a reasonable standard, reserve standards set by the Tennessee Valley Authority (TVA) for local electric utilities were examined. The TVA recommends, but does not require, its member utilities to maintain a reserve of between eight and 12 percent of their yearly operating expenses. This reserve is in addition to any funds needed for contingencies or capital projects.

Other standards have been suggested by individuals who are involved with emergency communications districts. Some individuals have suggested that ECDs maintain five percent of their yearly operating expenditures as retained earnings. Other individuals contend that ECDs should keep between 15 and 20 percent of yearly operating expenditures as retained earnings. Still others have suggested that ECDs maintain 100 percent of their yearly operating expenditures as retained earnings.

The methodology of the previous examples demonstrates that the crux of finding the appropriate level of retained earnings hinges on the standard operating costs associated with running an emergency communications district. The problem is that there are 92 systems using E-911 revenues in 92 different ways. There is no clear consensus on what E-911 revenues can and cannot be used for. TACIR staff examined the FY1992-93 audits of 77 ECDs, and identified the most prevalent types of operating expenses. They are listed below.



In the TACIR surveys, all recipients were asked their opinion of the following statement: "911 districts bring in more revenue than is required for the operation of the district."⁵⁹ Only 6.5 percent (19) of total respondents agreed overall with that statement. Almost 70 percent (201) of total respondents disagreed overall with that statement. Survey results appear to be consistent among Mayors, County Executives, and E-911 Board Chairs. For example, only 7.2 percent, 6 percent, and 1.3 percent of County Executives, Mayors, and E-911 Board Chairs, respectively, agreed with the above statement.

Many presenters at the TACIR Public Hearing on E-911 Districts stated that lack of funds was a major problem facing smaller districts. Following are some of the comments presented:

- ◆ The real problem with ECDs is not that they have too much money, it is small counties that are faced with inadequate funding.
- ◆ Some small counties are unable to provide even Basic 911 service, because of small population (resulting in insufficient revenue) and high start-up costs. The effect is that there are unequal tiers of E-911 service in the state.
- ◆ Small, financially distressed, or economically depressed counties need financial help from the state to implement E-911 service.
- ◆ Urban customers subsidize rural users.
- ◆ If cities are allowed to "secede" from their countywide ECDs, the remaining county ECD will no longer have sufficient funds to operate.
- ◆ Small counties usually cannot provide Enhanced 911 service because of high start-up costs.
- ◆ Small counties need additional funding. Right now, they are being subsidized by county and city general funds.
- ◆ Many ECDs are being sold systems they cannot afford.
- ◆ Many ECDs are charging the statutory maximum monthly rate, but are still faced with insufficient revenues. These districts need additional funding, or they will have to cut back on E-911 service.

Based on the survey results and statements made at the TACIR Public Hearing on E-911 Districts, it would appear that E-911 districts are not collecting more revenue than is reasonable. In fact, one could get the impression that many ECDs are barely surviving. However, if opinions were based on newspaper accounts, one might get the impression that ECDs are doing exceptionally well. A content analysis of newspaper articles from across the state is beyond the scope of this report. However, a brief review of newspaper articles about ECDs shows the following.

Roane County: The E-911 Board requested the issuance of an interest-bearing note for equipment. However, the amount of the note was not specified in the resolution submitted to the Roane County Commission. One county commissioner stated that "...we should have a bank full, all that's been

⁵⁹ Survey results can be found in Appendices B, C, D, E, and F.

collected.'..." The Roane County Commission required the E-911 Board to submit a report detailing revenues and expenditures over the last four years.⁶⁰

Sevier County: The Sevier County E-911 Board approved the construction of an emergency operating center without knowing how the construction will be funded. According to the article, although the Sevier County E-911 Board has sufficient cash on hand to fully cover the cost of the building (estimated at \$250,000), the E-911 Board plans to issue bonds.⁶¹

Giles County: The Giles County E-911 Board is seeking new bids on the construction of a communications center.⁶²

Anderson County: One reporter stated, "...Maybe we are more than a little slow when it comes to math, but the more we hear about the E-911 program the more confused we become...."⁶³

Greene County: The Greene County E-911 Board voted to charge a minimum fee of \$25 plus \$25 per hour to prepare copies of E-911 tapes. Individuals requesting copies must give a seven-day notice to the district. The Board also decided to promote, with a raise, one staff member to a newly created position of training officer.⁶⁴

Monroe County: The Monroe County E-911 Board voted to purchase a new Jeep Cherokee for \$16,000 for addressing and other district business. One Board member—a County Commissioner—questioned the purchase, given that the district has to rely on cities and the county for revenue.⁶⁵

Roane County: The Roane County E-911 Board is seeking a loan from the Farmers Home Administration (FmHA).⁶⁶

Giles County: The Giles County E-911 Board purchased E-911 PSAP equipment from one vendor without taking competitive bids.⁶⁷

Loudon County: The Loudon County Commission voted to require the Loudon County E-911 Board to prove the need for the current 50 cents per month rate for residences, or the rate would be cut in half.⁶⁸

Issue: Do E-911 districts bring in more revenue than is required for their operation?

⁶⁰ "E-911 Board Requests Interest-Bearing Note," *The Standard*, October 13, 1994, p. 13A, col. 2.

⁶¹ "E-911 Board Needs to Resolve Operations Center Funding Issue," *The Mountain Press*, October 17, 1994, p. 4, col. 1.

⁶² "Bids for E-911 Building Will Be Opened Next Week," *Giles Free Press*, October 13, 1994, p. A3, col. 1.

⁶³ "Coordinator Part-Time," *The Courier-News*, October 2, 1994, p. 5, col. 1.

⁶⁴ Kari Mitchell, "9-1-1 Board Adopts Policy on Requests for Tapes, Logs," *The Greeneville Sun*, September 21, 1994, p. A3, col. 1.

⁶⁵ Ken Lienart, "New Jeep Vehicle on Horizon for E-911," *The Advocate/Democrat*, September 14, 1994, p. 1, col. 1.

⁶⁶ "Roane E-911 Faces Problems, Delays Start," *The News-Herald*, September 1, 1994, p. 2, col. 1.

⁶⁷ Letter to the Editor, *Pulaski Citizen*, August 23, 1994, p. A-4, col. 2.

⁶⁸ Linda Brewer, "Fireworks, 911 Addressed," *The Lenoir City News Herald*, June 30, 1994, p. 1, col. 1.

MANAGEMENT, ACCOUNTABILITY, AND OVERSIGHT OF EMERGENCY COMMUNICATIONS DISTRICTS

MANAGEMENT

There is currently no state agency that has oversight of emergency communications districts. That is, no ECD management review board has been created that could, according to advocates, increase managerial, operational, and financial accountability of ECDs in Tennessee.

District Autonomy and Accountability

Recurring issues concerning ECDs have focused on their autonomy and accountability. Some of those issues were presented in the TACIR surveys. (See Appendices B, C, D, E, and F for survey results.)

Issue: Do E-911 districts have too much autonomy in making decisions about management and financial matters?

Issue: Should countywide E-911 functions be folded into county government?

Issue: Should municipal E-911 district operations be folded into city government?

Issue: Should E-911 districts be operated by state government?

Issue: Should E-911 districts be more accountable to the state, counties, or cities?

The issue of ECDs being operated by or folded into city, county, or state government was discussed at the TACIR Public Hearing on E-911 Districts. Most, if not all, of the presenters were against this notion; they advocated for the continued autonomy of ECDs. Following are some of the comments made:

- ◆ What happens to emergency services if no budget agreements are made among the various governmental units?
- ◆ The ECD Law does not need to be amended. Recently enacted legislation needs time to determine the effects, if any, on ECD operations. The only change needed is that ECDs need to be told acceptable and unacceptable uses of E-911 revenue.
- ◆ There is enough financial oversight of ECDs by counties.
- ◆ ECDs do not need approval of their budget by the county commission.
- ◆ There is enough financial oversight of ECDs by cities.
- ◆ Any additional financial oversight creates an additional burden on the Comptroller's Office. Personnel has not increased in response to the creation of the 92 ECDs. Any additional financial oversight requirements will further increase the backlog.

- ◆ Present financial oversight by the state is adequate. As a quasi-municipality, an E-911 district is subject to the same financial regulation as any other local government.
- ◆ There is sufficient managerial oversight by counties. County commissions can change the policies of the board through the appointment and confirmation processes. County commissions can also lower the E-911 telephone service charge.
- ◆ Each county and city should receive an ECD's proposed budget 30 days in advance. In addition, the E-911 Board should be required to hold a public hearing before the budget is adopted.
- ◆ The E-911 Boards need to be separate from both city and county politics.
- ◆ Decisions should not be mandated by the state, but rather, problems should be worked out at the local level.

Operating Standards

In the TACIR surveys, recipients were asked their opinions of the following issue: "The General Assembly should set minimum operating standards for 911 districts." Over 60 percent (184) of total respondents agreed overall with that statement; less than 25 percent (63) of total respondents disagreed overall with that statement. (See Appendices B, C, D, E, and F for survey results.)

The need for the General Assembly to set minimum operating standards was discussed at the TACIR Public Hearing on E-911 Districts. **Most, if not all, the presenters—whether they represented a city, county, or E-911 district—stressed the need for the General Assembly to define acceptable and unacceptable uses of E-911 revenues.** The lack of clear guidelines creates uncertainty on the part of districts. In the face of uncertainty, many districts may simply choose to do nothing with their E-911 revenues; the accumulation of what many consider to be excessive retained earnings may merely be a symptom of uncertainty with respect to acceptable uses of E-911 revenues.

Many presenters at the TACIR Public Hearing on E-911 Districts stated that an Attorney General's opinion is needed anytime there is a question of acceptable uses of E-911 revenues. If this is true, the General Assembly should consider determining acceptable uses of revenues. Requiring ECDs to obtain an Attorney General's opinion is costly and inefficient.

Some emergency communications professionals have stated that perhaps the General Assembly should define the minimum of what should be done for E-911 service. That is, perhaps the state should require ECDs to accomplish certain things before going to the next level of service. For example, the first step would be Basic 911 service (no ANI or ALI). The next level up would be Basic 911 service with only ANI, but not ALI. The next step would be Basic 911 with ANI and ALI. A final step before obtaining Enhanced 911 service would be Basic 911 service with ANI, ALI, and selective routing. Once an ECD had achieved those steps, in that order, the ECD would finally have Enhanced 911 service.⁶⁹

⁶⁹ Information based on a conversation with Mr. John Garner, Director of Shelby County ECD, and conversations with TENA Board members.

Defining steps in the level of E-911 service would allow smaller counties to have Basic E-911 service and would minimize the threat of financial distress for that ECD. At the same time, a small or relatively poor ECD would be able to accumulate enough money to lease or purchase the necessary equipment while providing county residents with some minimum level of 911 service. Mr. Steve Lofty, Polk County ECD Board Member, stated at the TACIR Public Hearing on E-911 Districts that Polk County is economically distressed, as defined by the Department of Economic and Community Development. Funding for E-911 service has, as a result, been difficult. Mr. Lofty also stated that when Polk County ECD first went on-line, the district could only afford Basic 911 service with only ANI, and could not afford to pay for dispatchers. By spring of 1995, the Polk County ECD will have ALI. The district has been able to address the entire county for E-911 purposes.

Issue: Should the General Assembly require a set of minimum operating standards for E-911 districts?

Following are comments made by presenters who supported the establishment of minimum operating guidelines.

- ◆ The ECD Law is not clear as to what E-911 revenue is supposed to cover. That is, does it cover the dispatching operation of the entire system, or just fund the basic hardware? Where do you draw the line on financial separation?
- ◆ To determine minimum operating guidelines, the question "What is 911?" must first be answered. There are 91 different systems spending E-911 revenues in 91 different ways. Each system or county does things differently, because there are no guidelines. The primary purpose of E-911 service is to pay for the call to be answered by adequately trained dispatch personnel. It is whatever it takes for the call delivery, with emphasis on answering that call.
- ◆ The General Assembly should tell ECDs what they can and cannot do with E-911 revenues.
- ◆ The General Assembly needs to provide guidelines as to what E-911 districts must do, what they can do, and what they cannot do. There should be enough flexibility built in to let districts handle their unique problems.
- ◆ Guidelines are needed concerning the expenditure of E-911 revenues. Originally, it was thought that these revenues should only be used for the creation of the district, addressing, telephone related equipment, and employees directly associated with call-taking.
- ◆ Uncertainty has been created because what can and cannot happen with respect to 911 revenues has never been clearly defined.
- ◆ E-911 funds should pay for phone lines for 911, initial answering, and some computer equipment (for example, screen and printer at each PSAP).
- ◆ There are not clear guidelines or standards for what is an acceptable or unacceptable use of E-911 revenue. Was the tariff intended to run an entire operation, or are counties and cities supposed to use general fund monies to help support E-911 service?

- ◆ The ultimate goal of the guidelines should be to ensure that calls are received and dispatched in the most efficient manner possible.
- ◆ Minimum operating standards and guidelines are needed on the appropriate uses of E-911 funds.
- ◆ Revenue from the E-911 service charge should be used only for ECD personnel, facilities, and equipment necessary to receive, process, and deliver requests for emergency assistance.

FINANCIAL ACCOUNTABILITY

Budget and Fiscal Plan

The Emergency Communications District Law did not include financial accountability measures until amendments were added in 1990, 1992, and 1993. Currently the Board of Directors of each ECD is required to adopt and operate under an annual budget that includes the following:⁷⁰

- ◆ Estimates of proposed expenditures for each department, board, office, or other agency of the district, showing expenditures for corresponding items for the last preceding fiscal year, projected expenditures for the current fiscal year, and reasons for departures;
- ◆ Statements of the bonded and other indebtedness of the district, debt authorized and unissued, and the condition of the sinking fund;
- ◆ Estimates of anticipated revenues from all sources;
- ◆ Schedules of salaries by position and the number of people employed by the district;
- ◆ Statements of the estimated balance or deficit; and
- ◆ Statements of pending capital projects and proposed new capital projects.

The above are required in addition to "...such other supporting schedules as the board deems necessary, or otherwise required by law..."⁷¹

A copy of the district's proposed budget must be filed with the clerk or recorder of the appropriate county or municipality. Copies are then distributed to members of the appropriate legislative body at least 30 days before the next scheduled meeting of the legislative body. Amended budgets are also filed and distributed in this fashion.

Collateralization of Deposits

T.C.A. §7-86-126 presently requires any financial institution that accepts deposits from an ECD to secure such deposits pursuant to T.C.A. §5-8-201 or §9-1-107. According to officials in the Comptroller's Office, the 1994 General Assembly amended the statutes relating to collateralization and put counties, cities, and the state under the same T.C.A. sections. These T.C.A. sections are Title 9, Chapter 4, Parts 1 and 4. The Comptroller's Office

⁷⁰ T.C.A. §7-86-120.

⁷¹ Ibid.

recommends that T.C.A. §7-86-126 be amended to delete the references to T.C.A. §5-8-201 and §9-1-107, and add the reference to T.C.A. Title 9, Chapter 4, Parts 1 and 4, or as provided in a collateral pool created under Title 9, Chapter 4, Part 5. TACIR staff discussed this issue with staff in the Comptroller's Office. The Comptroller's recommendation does not appear to be controversial. The recommended changes would merely update the ECD Law so that it is consistent with statutory changes made by the General Assembly in 1994.

Issue: Should the ECD Law be amended to update references to collateralization so these references are consistent with 1994 statutory amendments?

Recommendation: The TACIR Commissioners in January 1995 recommended amending T.C.A. §7-86-126 to update statutory references with respect to collateralization of deposits.

AUDITS

Audits are paid for by the district. T.C.A. §7-86-113 requires an annual audit of the district's "books and records." These audits are to be performed by certified public accountants, public accountants, or by the Division of Audit in the Comptroller's Office. A copy of the annual audit must be filed with the chief executive officer of the appropriate county or municipality. Each district is further required to submit its annual audit for review by the Division of County Audit (for county systems) and the Division of Municipal Audit (for municipal systems) in the Comptroller's Office.

The Comptroller's Office is required to ensure that all audits are prepared in accordance with generally accepted government auditing standards. T.C.A. §7-86-113(c) authorizes the Comptroller of the Treasury to modify the requirements for an audit for any district whose activity "...is not sufficient to justify the expenses of a complete audit...." The following ECDs have received such a waiver: Campbell County ECD; Claiborne County ECD; Decatur County ECD; Houston County ECD; Johnson County ECD; Meigs County ECD; and Scott County ECD.

Fiscal Mismanagement: The Case of Madison County

On March 13, 1992, the Comptroller of the Treasury released audit findings on the Madison County Emergency Communications District for the two-year period ending June 30, 1991, and the seven and one-half month period ending February 15, 1992. The audit disclosed a receivable of \$603,689 due from J.R. High, P.C., a professional corporation owned by J.R. High, Chair of the E-911 Board of Directors. This receivable consisted of district funds that Mr. High converted to his business account by issuing unauthorized, undocumented, and unexplained checks. Mr. High was asked to make restitution of these funds, but he declined. It was further determined that High did, indeed, pay himself with district funds in the amount of \$603,689 between August 1989 and February 1992. High was later convicted on federal tax charges and sentenced to 51 months in prison.

Audit Findings

- ◆ E-911 services are to be audited annually, but no audit had been performed since 1989, and the agency apparently "...fell through bureaucratic cracks...."⁷²
- ◆ Chair J.R. "Rocky" High had apparently convinced other Board members that an audit was not necessary or only had to be done every two years.⁷³
- ◆ Mr. High also convinced Board members that because E-911 districts do not directly receive city or county funds, E-911 Boards do not have to submit regular financial information to the city or county.⁷⁴
- ◆ Two signatures—those of High and E-911 Executive Director R.L. "Buddy" Patey—were required to withdraw funds. Yet, First American National Bank processed checks for High ranging from \$500 to \$35,000 with only his signature and endorsement.⁷⁵
- ◆ Madison County's E-911 Board relied on Mr. High, who was a certified public accountant, to audit the district's books. Mr. High thus had knowledge of the district's financial status as well as unlimited access to those funds.⁷⁶
- ◆ Members of the E-911 Board received only sporadic and incomplete financial reports of district activities.
- ◆ The Board had no fidelity bonds to cover the employees and board members with access to district funds.
- ◆ The Board had undocumented expenses totaling \$35,961, paid out of accounts maintained by High.
- ◆ The Board did not have proper controls over the receiving, disbursing, and accounting for cash and investments.
- ◆ The Board had no formal policies regarding purchasing.

Statutory Changes Following the Madison County Experience

- ◆ A prohibition on any member of an ECD Board from working for the district in any capacity [T.C.A. §7-86-105 (i)].
- ◆ A requirement that all board members be bonded [T.C.A. §7-86-119].
- ◆ A requirement that each ECD submit an annual budget (including estimates of proposed expenditures, indebtedness, anticipated revenues, balances or deficits, pending capital projects, etc.) to the chief executive of the appropriate municipality or county [T.C.A. §7-86-120].
- ◆ A requirement that members of the Board must receive a financial report at every meeting [T.C.A. §7-86-123].

⁷² *The Jackson Sun*, Sunday, February 23, 1992.

⁷³ *The Jackson Sun*, March 15, 1992.

⁷⁴ *The Jackson Sun*, March 15, 1992.

⁷⁵ *The Jackson Sun*, March 14, 1992.

⁷⁶ Memorandum to the Emergency Communication 911 Study Committee from John Morgan, Comptroller of the Treasury.

- ◆ A prohibition on the ability of any individual board member to control district funds [T.C.A. §7-86-124].

Financial Oversight of E-911 Districts

The statutory changes that followed the Madison County ECD scandal have increased financial accountability of ECDs. It is, however, too early to determine the exact impact on districts, and by how much accountability has increased.

The controversy of whether there is adequate financial oversight of ECDs continues. In the TACIR surveys, recipients were asked to respond to several issues relating to financial oversight of ECDs. (Appendices B, C, D, E, and F contain detailed survey responses.)

Issue: Do E-911 districts have enough financial oversight from the state?

Issue: Do E-911 districts have enough financial oversight from counties?

Issue: Do E-911 districts have enough financial oversight from cities?

The issue of financial oversight was also discussed at the TACIR Public Hearing on E-911 Districts. Most presenters were opposed to increased financial reporting and accountability requirements. Following are some of their comments:

- ◆ Present financial controls are adequate, and do not need to be changed.
- ◆ No additional financial oversight by the state, counties, or cities is needed.
- ◆ Without a specific set of guidelines, there will be accountability problems.
- ◆ Rather than establish a set of rules at the state level that are rigid and inflexible, problems need to be given some time to work themselves out.
- ◆ Most decisions should be kept at the local level, within the framework established by the ECD Law.
- ◆ The state should not have control of ECDs.
- ◆ The 911 Boards need to be separate from both city and county politics.
- ◆ Decisions should not be mandated by the state.

STATE OVERSIGHT OF EMERGENCY COMMUNICATIONS DISTRICTS

It was stated earlier that there is no state oversight board or agency for ECDs that is comparable to, for example, the Utility Management Review Board (UMRB) for utility districts. The UMRB was created by the General Assembly to increase the financial, managerial, and operational accountability of utility districts in the state. Many state and local government officials would agree that the UMRB has been largely successful in its efforts.

In the TACIR surveys, recipients were asked their opinions of the following issue: "The General Assembly should create a state board/commission to oversee the operation of 911

districts, similar to the Utility Management Review Board which oversees utility districts.” Survey responses are provided in Table 6 below.

Table 6				
TACIR Survey Results				
Issue: The General Assembly Should Create a State Board or Commission to Oversee the Operation of E-911 Districts, Similar to the UMRB.				
Survey Group	Overall Agree	Neutral	Overall Disagree	No Response
County Executives	n=24	n=8	n=34	n=3
% of sample (n=69)	34.8%	11.6%	49.3%	4.3%
% of total (n=293)	8.1%	2.7%	11.6%	1.0%
Mayors	n=41	n=22	n=32	n=5
% of sample (n=100)	41.0%	22.0%	32.0%	5.0%
% of total (n=293)	14.0%	7.5%	10.9%	1.7%
City Managers	n=10	n=14	n=20	n=1
% of sample (n=45)	22.3%	31.1%	44.4%	2.2%
% of total (n=293)	3.4%	4.8%	6.8%	0.3%
E-911 Board Chairs	n=16	n=19	n=43	n=1
% of sample (n=79)	20.2%	24.1%	54.4%	1.3%
% of total (n=293)	5.5%	6.5%	14.7%	0.3%
Total Responses	n=91	n=63	n=129	n=10
% of total (n=293)	31.0%	21.5%	44.1%	3.4%

The issue of a state oversight board was discussed at the TACIR Public Hearing on E-911 Districts.⁷⁷ A majority of E-911 Directors and Board members supported the idea of a state review board. Following are some of the comments made supporting a review board.

- ◆ The creation of such a board would provide real and effective enforcement mechanisms.
- ◆ Members of this board would be involved in E-911 issues.
- ◆ There is a need for consistent guidelines, policies, and regulations across the state. This oversight Board could develop such policies.
- ◆ This Board could develop manuals on how to do financial reports.⁷⁸
- ◆ This Board could evaluate rate structures and revenue flows.
- ◆ This board or agency could set minimum operating standards for the operation of E-911 districts.

⁷⁷ Many of the presenters appeared to publicly support the notion of an oversight agency. However, subsequent analysis of survey responses determined that some of the presenters who publicly supported an oversight agency or board did not appear to support such an idea privately.

⁷⁸ The Comptroller’s Office does provide an accounting manual for local government officials.

- ◆ This board or agency could determine what constitutes Basic 911 service and Enhanced 911 service.
- ◆ This Board could set minimum operating standards.
- ◆ This Board could follow up on audits to ensure that any audit findings or problems are corrected.
- ◆ This Board could ensure that all ECDs have purchased bonds pursuant to statutes.
- ◆ This Board could coordinate potential or existing problems within ECDs.
- ◆ This Board could define acceptable and unacceptable uses of E-911 revenues.
- ◆ The board should determine the results it wants, and allow ECDs to do so in the best manner possible for them
- ◆ This board could set guidelines on the size of reserves.

Issue: Should the General Assembly create a state review board to oversee the operations of emergency communications districts in Tennessee?

Recommendation: The TACIR Commissioners in December 1994 recommended establishing an ECD Management Review Board (or ECDMRB). Commission members agreed that the following issues presented in this report could be addressed and resolved by this state review board:

- Should the General Assembly amend the ECD Law to require E-911 Boards to refund or stop charging the monthly service charge if E-911 service has not begun by the date specified in the resolution?
- Should the General Assembly amend the ECD Law to include a specific section on reappointment of E-911 Board members?
- Should the General Assembly amend the ECD Law to include a specific section on the ouster or removal of an E-911 Board member for cause?
- Should E-911 Board members be required to meet eligibility requirements?
- Should the General Assembly allow municipalities to separate from their countywide ECDs and form separate municipal ECDs?
- Who pays for dispatching?
- Should county and city governments contribute to the operation of ECDs?
- Do E-911 districts bring in more revenue than is required for their operation?
- Do E-911 districts have too much autonomy in making decisions about management and financial matters?
- Should countywide E-911 district functions be folded into county governments?
- Should municipal E-911 district functions be folded into city governments?
- Should E-911 districts be operated by state government?
- Should E-911 districts be more accountable?
- Should the General Assembly require a set of minimum operating standards for E-911 districts?
- Do E-911 districts have enough financial oversight from the state?
- Do E-911 districts have enough financial oversight from counties?

continued

- Do E-911 districts have enough financial oversight from cities?

In January 1995, TACIR Commissioners recommended legislation that would create the ECDMRB. What follows is a brief summary of the recommended legislation.

- The ECDMRB would be administratively attached to the Department of Commerce and Insurance, where most regulatory board are attached.
- The ECDMRB would consist of the Comptroller and eight other members appointed by the Governor. There would be one independent citizen; two representatives of county government; two representatives of city government; and three E-911 representatives.
- All meetings of the review board would be subject to the Sunshine Law.
- All records of the review board would be subject to the Open Records Law.
- The ECDMRB would have the same powers extended to most regulatory boards, such as the ability to hire and pay necessary personnel.

The ECD Management Review Board would also have other specific powers, related to issues surrounding ECDs. Specifically, the ECDMRB would have the power and authority to:

- Give advisory technical assistance to any ECD upon request.
- Establish minimum technical operating standards.
- Establish minimum operating standards concerning acceptable uses of revenue.
- Establish financial accounting and accountability standards in consultation with the Comptroller of the Treasury.
- Review the financial statements and audit reports of any ECD accumulating revenue in excess of financial standards.
- Review the financial statements and audit reports of any ECD determined to be financially distressed.
- Review and revise rate structures of individual ECDs.
- Ensure that E-911 Boards satisfactorily address valid concerns of cities, counties, and other governmental entities in the service area of the ECD.
- Order the consolidation or merger of two or more ECDs.
- Act upon any adverse audit findings of an ECD and take action to remedy the adverse findings.
- Develop and implement a plan for providing a minimum level of emergency communications service to all citizens of Tennessee.
- Approve all start-up E-911 system plans prior to implementation.

RECOMMENDATIONS

The General Assembly authorized the creation of emergency communications districts in 1984. In doing so, the General Assembly declared that the establishment of a uniform emergency telephone number—911—was a matter of public concern and interest.

House Joint Resolution Number 499 of 1994 directed the TACIR to conduct a study on the creation, funding, and management of emergency communications districts in Tennessee. The resolution also directed TACIR to file its recommendations with the Governor and General Assembly.

TACIR Commissioners recommend several statutory amendments to the Emergency Communications Districts Law (T.C.A. Title 7, Chapter 86). *Perhaps the most fundamental recommendation is the creation of a state review board, called the ECD Management Review Board, or ECDMRB.* The establishment of a review board will solve many of the problems facing ECDs, and will also give more status to ECDs as governmental entities.

Following are the legislative recommendations:

- ◆ The ECD Law should be amended to create a state review board for emergency communications districts.
- ◆ The ECD Law should be amended to delete the referral method as a response option for ECDs.
- ◆ The ECD Law should be amended to give all emergency service providers the right to dispatch their own emergency service units.
- ◆ The ECD Law should be amended to extend the current moratorium (on the creation of separate municipal ECDs within the boundaries of existing countywide ECDs) for two years, beginning April 14, 1995.
- ◆ The ECD Law should be amended to extend the emergency telephone service charge to all cellular and other wireless telephone service subscribers.
- ◆ The ECD Law should be amended to update statutory references to collateralization of deposits.

OTHER ISSUES

During this study, TACIR staff identified other issues relevant to emergency communications districts in the state. However, due to the complex nature of the subject, TACIR was not able to address these issues in this report. The following issues warrant possible future study:

- ◆ Technological advances and the possible obsolescence of E-911 service.

- ◆ Local Telephone Competition.
- ◆ The Americans with Disabilities Act and E-911 Service.
- ◆ Training Standards. In 1994, the General Assembly enacted statutory amendments that increase training standards and qualifications for dispatchers. Are ECDs supposed to use revenues from the E-911 telephone service charge to train dispatchers? Should local governments be required to contribute to training costs? Do these 1994 amendments to the ECD Law represent an unfunded mandate from the state to local governments?

Appendices



Appendix A



State of Tennessee

HOUSE JOINT RESOLUTION NO. 499

By Representative Kisber

and

Senator Rochelle

A RESOLUTION to provide for a study by Tennessee Advisory Commission on Intergovernmental Relations on the creation, funding and management of Emergency Communications Districts, commonly referred to as E-911 Districts.

WHEREAS, the General Assembly found that the establishment of a uniform emergency number to shorten the time required for a citizen to request and receive emergency aid was a matter of public concern and interest; and

WHEREAS, the General Assembly authorized the creation of emergency communications districts by municipal or county legislative bodies; and

WHEREAS, the Attorney General has opined that emergency communications districts can be created within existing emergency communications districts; and

WHEREAS, the creation of emergency communications districts within existing emergency communications districts may cause harm to the preexisting emergency communications district; and

WHEREAS, the Tennessee Advisory Commission on Intergovernmental Relations is in the process of conducting a study on the management of local government entities; now, therefore,

BE IT RESOLVED BY THE HOUSE OF REPRESENTATIVES OF THE NINETY-EIGHTH GENERAL ASSEMBLY OF THE STATE OF TENNESSEE, THE SENATE CONCURRING, That the Tennessee Advisory Commission on Intergovernmental Relations shall conduct a study on the creation, funding and management of emergency communications districts, especially the creation of multiple districts within a larger district. The Tennessee Advisory Commission on Intergovernmental Relations shall file its findings with the Governor and the General Assembly by January 31, 1995.

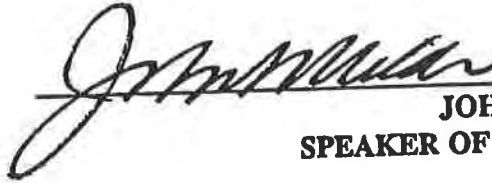
BE IT FURTHER RESOLVED, That copies of this resolution be sent to the Executive Director of the Tennessee Advisory Commission on Intergovernmental Relations.

HOUSE JOINT RESOLUTION NO. 199

ADOPTED: APRIL 20, 1994



JIMMY NAFTEH, SPEAKER
HOUSE OF REPRESENTATIVES



JOHN S. WILDER
SPEAKER OF THE SENATE

APPROVED this 9 day of May 1994



NED McWHERTER, GOVERNOR

Appendix B

County Executive Survey

Pursuant to HJR 499: August 1994

Total Number of Respondents was 69

1. Does your county currently have a 911 district?

YES n=63; 91.3% **NO** n=6; 8.7%

2. Has the County Commission in your county discussed or considered the possibility of the county commission, acting on its own 2/3rds vote, to lower the 911 surcharge rate in your county?

YES n=3; 4.3% **NO** n=57; 82.6% **NR** n=9; 13.0%

3. Various people see the following as problems with the operation, funding and management of 911 districts in Tennessee. Do you agree or disagree?

a. 911 districts do not have enough financial oversight from the state.

n=10; 14.5%	Strongly Agree	n=15; 21.7%	Disagree
n=19; 27.5%	Agree	n=7; 10.1%	Strongly Disagree
n=15; 26.7%	Neutral	n=3; 4.3%	No Response

b. 911 districts do not have enough financial oversight from counties in which they operate.

n=6; 8.7%	Strongly Agree	n=18; 26.1%	Disagree
n=28; 40.6%	Agree	n=6; 8.7%	Strongly Disagree
n=9; 13.0%	Neutral	n=2; 2.9%	No Response

c. 911 districts do not have enough financial oversight from cities covered by the district.

n=2; 2.9%	Strongly Agree	n=18; 26.1%	Disagree
n=19; 27.5%	Agree	n=6; 8.7%	Strongly Disagree
n=18; 26.1%	Neutral	n=6; 8.7%	No Response

d. 911 districts bring in more revenue than is required for the operation of the district.

n=1; 1.4%	Strongly Agree	n=30; 43.5%	Disagree
n=4; 5.8%	Agree	n=23; 33.3%	Strongly Disagree
n=7; 10.1%	Neutral	n=4; 5.8%	No Response

e. 911 districts have too much autonomy in making decisions about management and financial matters.

n=8; 11.6%	Strongly Agree	n=26; 37.7%	Disagree
n=12; 17.4%	Agree	n=8; 11.6%	Strongly Disagree
n=13; 18.8%	Neutral	n=2; 2.9%	No Response

f. 911 district Boards of Directors should be required to include equal representation of city and county concerns.

n=8; 11.6%	Strongly Agree	n=14; 20.3%	Disagree
n=26; 37.7%	Agree	n=6; 8.7%	Strongly Disagree
n=11; 15.9%	Neutral	n=4; 5.8%	No Response

g. County-area 911 district functions should be folded into county government.

n=4; 5.8%	Strongly Agree	n=24; 34.8%	Disagree
n=17; 24.6%	Agree	n=16; 23.2%	Strongly Disagree
n=6; 8.7%	Neutral	n=2; 2.9%	No Response

h. Municipal 911 district operations should be folded into city government.

n=1; 1.4%	Strongly Agree	n=25; 36.2%	Disagree
n=13; 18.8%	Agree	n=15; 21.7%	Strongly Disagree
n=9; 13.0%	Neutral	n=6; 8.7%	No Response

i. There are no major problems when cities create 911 districts apart from the county-area system.

n=0; 0.0%	Strongly Agree	n=23; 33.3%	Disagree
n=1; 1.4%	Agree	n=29; 42.0%	Strongly Disagree
n=12; 17.4%	Neutral	n=4; 5.8%	No Response

j. 911 districts should be operated by state government.

n=3; 4.3%	Strongly Agree	n=21; 30.4%	Disagree
n=3; 4.3%	Agree	n=30; 43.5%	Strongly Disagree
n=10; 14.5%	Neutral	n=2; 2.9%	No Response

k. The General Assembly should create a state board/commission to oversee the operation of 911 districts, similar to the Utility Management Review Board which oversees utility districts.

n=6; 8.7%	Strongly Agree	n=18; 26.1%	Disagree
n=18; 26.1%	Agree	n=16; 23.2%	Strongly Disagree
n=8; 11.6%	Neutral	n=3; 4.3%	No Response

l. The General Assembly should require a set of minimum operating standards for 911 districts.

n=4; 5.8%	Strongly Agree	n=9; 13.0%	Disagree
n=33; 47.8%	Agree	n=10; 14.5%	Strongly Disagree
n=10; 14.5%	Neutral	n=3; 4.3%	No Response

m. Your system adequately covers the citizens it was formed to serve.

n=22; 31.9%	Strongly Agree	n=2; 2.9%	Disagree
n=37; 53.6%	Agree	n=1; 1.4%	Strongly Disagree
n=4; 5.8%	Neutral	n=3; 4.3%	No Response

4. What do you see as the major problem facing your system within the next two years?

5. What can be done by state government to help your system better serve your citizenry?

Appendix C

Mayor (Municipal) Survey

Pursuant to HJR 499: August 1994

Total Number of Respondents was 100

1. Is your municipality currently served by a county-area 911 system?

YES n=83; 83.0% NO n=16; 16.0% NR n=1; 1.0%

2. Are there municipal representatives on the 911 board in your county?

YES n=49; 49.0% NO n=35; 35.0% NR n=16; 16.0%

3. Do you feel that municipal concerns are adequately brought to the 911 board?

YES n=53; 53.0% NO n=29; 29.0% NR n=18; 18.0%

4. Has your municipality considered forming its own 911 district?

YES n=18; 18.0% NO n=78; 78.0% NR n=4; 4.0%

5. Various people see the following as problems with the operation, funding and management of 911 districts in Tennessee. Do you agree or disagree?

a. 911 districts do not have enough financial oversight from the state.

n=15 Strongly Agree	n=12 Disagree
n=31 Agree	n=7 Strongly Disagree
n=29 Neutral	n=6 No Response

b. 911 districts do not have enough financial oversight from counties in which they operate.

n=17 Strongly Agree	n=17 Disagree
n=28 Agree	n=10 Strongly Disagree
n=23 Neutral	n=5 No Response

c. 911 districts do not have enough financial oversight from cities covered by the district.

n=27 Strongly Agree	n=11 Disagree
n=22 Agree	n=9 Strongly Disagree
n=27 Neutral	n=4 No Response

d. 911 districts bring in more revenue than is required for the operation of the district.

n=1 Strongly Agree	n=28 Disagree
n=5 Agree	n=25 Strongly Disagree
n=37 Neutral	n=4 No Response

e. 911 districts have too much autonomy in making decisions about management and financial matters.

n=21 Strongly Agree	n=22 Disagree
n=19 Agree	n=11 Strongly Disagree
n=21 Neutral	n=6 No Response

- f. 911 district Boards of Directors should be required to include equal numbers of city and county members.

n=42	Strongly Agree	n=3	Disagree
n=28	Agree	n=2	Strongly Disagree
n=22	Neutral	n=3	No Response

- g. 911 district functions should be folded into county government.

n=5	Strongly Agree	n=14	Disagree
n=22	Agree	n=37	Strongly Disagree
n=19	Neutral	n=3	No Response

- h. 911 district operations should be folded into city government.

n=6	Strongly Agree	n=20	Disagree
n=13	Agree	n=29	Strongly Disagree
n=28	Neutral	n=4	No Response

- i. There are no major problems when cities create 911 separate from the county-area system.

n=7	Strongly Agree	n=27	Disagree
n=8	Agree	n=12	Strongly Disagree
n=39	Neutral	n=7	No Response

- j. 911 districts should be operated by state government.

n=2	Strongly Agree	n=23	Disagree
n=5	Agree	n=44	Strongly Disagree
n=22	Neutral	n=4	No Response

- k. The General Assembly should create a state board/commission to oversee the operation of 911 districts, similar to the Utility Management Review Board which oversees utility districts.

n=11	Strongly Agree	n=12	Disagree
n=30	Agree	n=20	Strongly Disagree
n=22	Neutral	n=5	No Response

- l. The General Assembly should set minimum operating standards for 911 districts?

n=25	Strongly Agree	n=7	Disagree
n=41	Agree	n=9	Strongly Disagree
n=12	Neutral	n=6	No Response

- m. Your system adequately covers the citizens it was formed to serve.

n=16	Strongly Agree	n=8	Disagree
n=45	Agree	n=4	Strongly Disagree
n=20	Neutral	n=7	No Response

6. What do you see as the major problem facing your system within the next two years?

7. What can be done by state government to help your system better serve its citizenry?

Appendix D

City Manager Survey

Pursuant to HJR 499: August 1994

Total Number of Respondents was 45

1. **Is your municipality currently served by a county-area 911 system?**
 YES n=39; 86.7% NO n=6; 13.3

2. **Are there municipal representatives on the 911 board in your county?**
 YES n=27; 60.0% NO n=11; 24.4% NR n=7; 15.6%

3. **Do you feel that municipal concerns are adequately brought to the 911 board?**
 YES n=24; 53.3% NO n=16; 35.6% NR n=5; 11.1%;

4. **Has your municipality considered forming its own 911 district?**
 YES n=9; 20.0% NO n=35; 77.8% NR n=1; 2.2%

5. **Various people see the following as problems with the operation, funding and management of 911 districts in Tennessee. Do you agree or disagree?**
 - a. **911 districts do not have enough financial oversight from the state.**

n=4; 8.9%	Strongly Agree	n=7; 15.6%	Disagree
n=9; 20%	Agree	n=6; 13.3%	Strongly Disagree
n=18; 40%	Neutral	n=1; 2.2%	No Response

 - b. **911 districts do not have enough financial oversight from counties in which they operate.**

n=3; 6.7%	Strongly Agree	n=10; 22.2%	Disagree
n=14; 31.1%	Agree	n=4; 8.9%	Strongly Disagree
n=13; 28.9%	Neutral	n=1; 2.2%	No Response

 - c. **911 districts do not have enough financial oversight from cities covered by the district.**

n=14; 31.1%	Strongly Agree	n=8; 17.8%	Disagree
n=11; 24.4%	Agree	n=3; 6.7%	Strongly Disagree
n=8; 17.8%	Neutral	n=1; 2.2%	No Response

 - d. **911 districts bring in more revenue than is required for the operation of the district.**

n=1; 2.2%	Strongly Agree	n=15; 33.3%	Disagree
n=6; 13.3%	Agree	n=6; 13.3%	Strongly Disagree
n=16; 35.6%	Neutral	n=1; 2.2%	No Response

 - e. **911 districts have too much autonomy in making decisions about management and financial matters.**

n=8; 17.8%	Strongly Agree	n=12; 26.7%	Disagree
n=13; 28.9%	Agree	n=5; 11.1%	Strongly Disagree
n=6; 13.3%	Neutral	n=1; 2.2%	No Response

f. 911 district Boards of Directors should be required to include equal numbers of city and county members.

n=22; 48.9%	Strongly Agree	n=2; 4.4%	Disagree
n=15; 33.3%	Agree	n=1; 2.2%	Strongly Disagree
n=4; 8.9%	Neutral	n=1; 2.2%	No Response

g. 911 district functions should be folded into county government.

n=3; 6.7%	Strongly Agree	n=12; 26.7%	Disagree
n=6; 13.3%	Agree	n=17; 37.8%	Strongly Disagree
n=6; 13.3%	Neutral	n=1; 2.2%	No Response

h. 911 district operations should be folded into city government.

n=5; 11.1%	Strongly Agree	n=14; 31.1%	Disagree
n=7; 15.6%	Agree	n=6; 13.3%	Strongly Disagree
n=12; 26.7%	Neutral	n=1; 2.2%	No Response

i. There are no major problems when cities create 911 separate from the county-area system.

n=6; 13.3%	Strongly Agree	n=12; 26.7%	Disagree
n=8; 17.8%	Agree	n=4; 8.9%	Strongly Disagree
n=14; 31.1%	Neutral	n=1; 2.2%	No Response

j. 911 districts should be operated by state government.

n=0; 0.0%	Strongly Agree	n=13; 28.9%	Disagree
n=2; 4.4%	Agree	n=22; 48.9%	Strongly Disagree
n=7; 15.6%	Neutral	n=1; 2.2%	No Response

k. The General Assembly should create a state board/commission to oversee the operation of 911 districts, similar to the Utility Management Review Board which oversees utility districts.

n=3; 6.7%	Strongly Agree	n=10; 22.2%	Disagree
n=7; 15.6%	Agree	n=10; 22.2%	Strongly Disagree
n=14; 31.1%	Neutral	n=1; 2.2%	No Response

l. The General Assembly should set minimum operating standards for 911 districts.

n=12; 26.7%	Strongly Agree	n=5; 11.1%	Disagree
n=23; 51.1%	Agree	n=2; 4.4%	Strongly Disagree
n=2; 4.4%	Neutral	n=1; 2.2%	No Response

m. Your system adequately covers the citizens it was formed to serve.

n=6; 13.3%	Strongly Agree	n=6; 13.3%	Disagree
n=22; 48.9%	Agree	n=2; 4.4%	Strongly Disagree
n=7; 15.6%	Neutral	n=2; 4.4%	No Response

6. What do you see as the major problem facing your system within the next two years?

7. What can be done by state government to help your system better serve its citizenry?

Appendix E

E-911 Board Chair Survey

Pursuant to HJR 499: August 1994

Total Number of Respondents was 79

1. What type of delivery system did the district in your area select?

Transfer n=11; 13.9%	Relay n=1; 1.3%	Other n=20; 25.3%
Dispatch n=47; 59.5%	Referral n=0; 0.0%	

2. How many PSAPs does your system have?

one n=47; 59.5%	two n=15; 19.0%	three n=5; 6.3%	four n=3; 3.8%
five or more n=4; 5.1%	NR n=5; 6.3%		

3. Does your district either employ or contract for the employment of district personnel?

employed by district n=31; 39.2%	contracted out by district n=10; 12.7%
other n=33; 41.8%	NR n=5; 6.3%

4. Please list the number and position of personnel employed or contracted with district funds

5. The General Assembly is interested in the composition of 911 Boards. Please attach a list of current Board members and their professional or political position.

6. Does your district receive city or county fund supplements for district operation?

YES n=22; 27.8%	NO n=53; 67.1%	NR n=4; 5.1%
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7. How many times has either your business or residential surcharge rate been adjusted since it was instituted?

never n=62; 78.5%	one time n=2; 2.5%	two times n=2; 2.5%
more than two times n=0; 0.0%	NR n=1; 1.3%	

8. How often does your 911 district Board of Directors meet?

weekly n=0; 0.0%	monthly n=53; 67.1%	bimonthly n=10; 12.7%
quarterly n=9; 11.4%	other n=1; 1.3%	no set meeting frequency n=5; 6.3%
no response n=1; 1.3%		

9. Various people see the following as problems with the operation, funding and management of 911 districts in Tennessee. Do you agree or disagree?
 - a. 911 districts do not have enough financial oversight from the state.

n=4; 5.1%	Strongly Agree	n=28; 35.4%	Disagree
n=4; 5.1%	Agree	n=34; 43.0%	Strongly Disagree
n=9; 11.4%	Neutral	n=0; 0.0%	No Response

 - b. 911 districts do not have enough financial oversight from counties in which they operate.

n=3; 3.8%	Strongly Agree	n=33; 41.8%	Disagree
n=2; 2.5%	Agree	n=33; 41.8%	Strongly Disagree
n=8; 10.1%	Neutral	n=0; 0.0%	No Response

c. 911 districts do not have enough financial oversight from cities covered by the district.

n=2; 2.5%	Strongly Agree	n=35; 44.3%	Disagree
n=3; 3.8%	Agree	n=26; 32.9%	Strongly Disagree
n=11; 13.9%	Neutral	n=2; 2.5%	No Response

d. 911 districts bring in more revenue than is required for the operation of the district.

n=1; 1.3%	Strongly Agree	n=30; 38.0%	Disagree
n=0; 0.0%	Agree	n=44; 55.7%	Strongly Disagree
n=3; 3.8%	Neutral	n=1; 1.3%	No Response

e. 911 districts have too much autonomy in making decisions about management and financial matters.

n=0; 0.0%	Strongly Agree	n=25; 31.6%	Disagree
n=1; 1.3%	Agree	n=51; 64.6%	Strongly Disagree
n=2; 2.5%	Neutral	n=0; 0.0%	No Response

f. 911 district Boards of Directors should be required to include equal representation of city and county concerns.

n=14; 17.7%	Strongly Agree	n=6; 7.6%	Disagree
n=30; 38.0%	Agree	n=13; 16.5%	Strongly Disagree
n=13; 16.5%	Neutral	n=3; 3.8%	No Response

g. County-area 911 district functions should be folded into county government.

n=1; 1.3%	Strongly Agree	n=11; 13.9%	Disagree
n=3; 3.8%	Agree	n=55; 69.6%	Strongly Disagree
n=8; 10.1%	Neutral	n=1; 1.3%	No Response

h. Municipal 911 district operations should be folded into city government.

n=0; 0.0%	Strongly Agree	n=12; 15.2%	Disagree
n=3; 3.8%	Agree	n=50; 63.3%	Strongly Disagree
n=13; 16.5%	Neutral	n=1; 1.3%	No Response

i. There are no major problems when cities create 911 districts apart from the county-area system.

n=2; 2.5%	Strongly Agree	n=12; 15.2%	Disagree
n=3; 3.8%	Agree	n=46; 58.2%	Strongly Disagree
n=13; 16.5%	Neutral	n=3; 3.8%	No Response

j. 911 districts should be operated by state government.

n=0; 0.0%	Strongly Agree	n=9; 11.4%	Disagree
n=4; 5.1%	Agree	n=63; 79.7%	Strongly Disagree
n=3; 3.8%	Neutral	n=0; 0.0%	No Response

k. The General Assembly should create a state board/commission to oversee the operation of 911 districts, similar to the Utility Management Review Board which oversees utility districts.

n=2; 2.5%	Strongly Agree	n=14; 17.7%	Disagree
n=14; 17.7%	Agree	n=29; 36.7%	Strongly Disagree
n=19; 24.1%	Neutral	n=1; 1.3%	No Response

l. The General Assembly should require a set of minimum operating standards for 911 districts.

n=6; 7.6%	Strongly Agree	n=9; 11.4%	Disagree
n=40; 50.6%	Agree	n=12; 15.2%	Strongly Disagree
n=11; 13.9%	Neutral	n=1; 1.3%	No Response

m. Your system adequately covers the citizens it was formed to serve.

n=45; 57.0%	Strongly Agree	n=3; 3.8%	Disagree
n=25; 31.6%	Agree	n=2; 2.5%	Strongly Disagree
n=2; 2.5%	Neutral	n=2; 2.5%	No Response

10. What do you see as the major problem facing your system within the next two years?

11. What can be done by state government to help your system better serve its citizenry?

Appendix F Issues From Survey

Various people see the following as problems with the operation, funding, and management of 911 districts in Tennessee. Do you agree or disagree?

A. 911 districts do not have enough financial oversight from the state.

Survey Group	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree	No response
County Executives	n=10	n=19	n=15	n=15	n=7	n=3
% of sample (n=69)	14.5%	27.5%	21.7%	21.7%	10.1%	4.3%
% of total (n=293)	3.4%	6.5%	5.1%	5.1%	2.4%	1.0%
Mayors	n=15	n=31	n=29	n=12	n=7	n=6
% of sample (n=100)	15.0%	31.0%	29.0%	12.0%	7.0%	6.0%
% of total (n=293)	5.1%	10.6%	9.9%	4.1%	2.4%	2.0%
City Managers	n=4	n=9	n=18	n=7	n=6	n=1
% of sample (n=45)	8.9%	20.0%	40.0%	15.6%	13.3%	2.23%
% of total (n=293)	1.4%	3.1%	6.1%	2.4%	2.0%	0.3%
911 Board Chairs	n=4	n=4	n=9	n=28	n=34	n=0
% of sample (n=79)	5.1%	5.1%	11.4%	35.4%	43.0%	0.0%
% of total (n=293)	1.4%	1.4%	3.1%	9.6%	11.6%	0.0%
Total Responses	n=33	n=63	n=71	n=62	n=54	n=10
% of total (n=293)	11.3%	21.5%	24.2%	21.2%	18.4%	3.4%

B. 911 districts do not have enough financial oversight from counties in which they operate.

Survey Group	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree	No response
County Executives	n=6	n=28	n=9	n=18	n=6	n=2
% of sample (n=69)	8.7%	40.6%	13.0%	26.1%	8.7%	2.9%
% of total (n=293)	2.0%	9.6%	3.1%	6.1%	2.0%	0.7%
Mayors	n=17	n=28	n=23	n=17	n=10	n=5
% of sample (n=100)	17.0%	28.0%	23.0%	17.0%	10.0%	5.0%
% of total (n=293)	5.8%	9.6%	7.8%	5.8%	3.4%	1.7%
City Managers	n=3	n=14	n=13	n=10	n=4	n=1
% of sample (n=45)	6.7%	31.1%	28.9%	22.2%	8.9%	2.2%
% of total (n=293)	1.0%	4.8%	4.4%	3.5%	1.4%	0.3%
911 Board Chairs	n=3	n=2	n=8	n=33	n=33	n=0
% of sample (n=79)	3.8%	2.5%	10.1%	41.8%	41.8%	0.0%
% of total (n=293)	1.0%	0.7%	2.7%	11.3%	11.3%	0.0%
Total Responses	n=29	n=72	n=53	n=78	n=53	n=8
% of total (n=293)	9.9%	24.6%	18.1%	26.6%	18.1%	2.7%

C. 911 districts do not have enough financial oversight from cities covered by the district.

Survey Group	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree	No response
County Executives	n=2	n=19	n=18	n=18	n=6	n=6
% of sample (n=69)	2.9%	27.5%	26.1%	26.1%	8.7%	8.7%
% of total (n=293)	0.7%	6.5%	6.1%	6.1%	2.0%	2.0%
Mayors	n=27	n=22	n=27	n=11	n=9	n=4
% of sample (n=100)	27.0%	22.0%	27.0%	11.0%	9.0%	4.0%
% of total (n=293)	9.2%	7.5%	9.2%	3.8%	3.1%	1.4%
City Managers	n=14	n=11	n=8	n=8	n=3	n=1
% of sample (n=45)	31.1%	24.4%	17.8%	17.8%	6.7%	2.2%
% of total (n=293)	4.8%	3.8%	2.7%	2.7%	1.0%	0.3%
911 Board Chairs	n=2	n=3	n=11	n=35	n=26	n=2
% of sample (n=79)	2.5%	3.8%	13.9%	44.3%	32.9%	2.5%
% of total (n=293)	0.7%	1.0%	3.8%	11.9%	8.9%	0.7%
Total Responses	n=45	n=55	n=64	n=72	n=44	n=13
% of total (n=293)	15.4%	18.8%	21.8%	24.6%	15.0%	4.4%

D. 911 districts bring in more revenue than is required for the operation of the district.

Survey Group	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree	No response
County Executives	n=1	n=4	n=7	n=30	n=23	n=4
% of sample (n=69)	1.4%	5.8%	10.1%	43.5%	33.3%	5.8%
% of total (n=293)	0.3%	1.4%	2.4%	10.2%	7.8%	1.4%
Mayors	n=1	n=5	n=37	n=28	n=25	n=4
% of sample (n=100)	1.0%	5.0%	37.0%	28.0%	25.0%	4.0%
% of total (n=293)	0.3%	1.7%	12.6%	9.6%	8.5%	1.4%
City Managers	n=1	n=6	n=16	n=15	n=6	n=1
% of sample (n=45)	2.2%	13.3%	35.6%	33.3%	13.3%	2.2%
% of total (n=293)	0.3%	2.0%	5.5%	5.1%	2.0%	0.3%
911 Board Chairs	n=1	n=0	n=3	n=30	n=44	n=1
% of sample (n=79)	1.3%	0.0%	3.8%	38.0%	55.7%	1.3%
% of total (n=293)	0.3%	0.0%	1.0%	10.2%	15.0%	0.3%
Total Responses	n=4	n=15	n=63	n=103	n=98	n=10
% of total (n=293)	1.4%	5.1%	21.5%	35.2%	33.4%	3.4%

E. 911 districts have too much autonomy in making decisions about management and financial matters.

Survey Group	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree	No response
County Executives	n=8	n=12	n=13	n=26	n=8	n=2
% of sample (n=69)	11.6%	17.4%	18.8%	37.7%	11.6%	2.9%
% of total (n=293)	2.7%	4.1%	4.4%	8.9%	2.7%	0.7%
Mayors	n=21	n=19	n=21	n=22	n=11	n=6
% of sample (n=100)	21.0%	19.0%	21.0%	22.0%	11.0%	6.0%
% of total (n=293)	7.2%	6.5%	7.2%	7.5%	3.8%	2.0%
City Managers	n=8	n=13	n=6	n=12	n=5	n=1
% of sample (n=45)	17.8%	28.9%	13.3%	26.7%	11.1%	2.2%
% of total (n=293)	2.7%	4.4%	2.0%	4.1%	1.7%	0.3%
911 Board Chairs	n=0	n=1	n=2	n=25	n=51	n=0
% of sample (n=79)	0.0%	1.3%	2.5%	31.6%	64.6%	0.0%
% of total (n=293)	0.0%	0.3%	0.7%	8.5%	17.4%	0.0%
Total Responses	n=37	n=45	n=42	n=85	n=75	n=9
% of total (n=293)	12.6%	15.4%	14.3%	29.0%	25.6%	3.1%

F. 911 district Boards of Directors should be required to include equal numbers of city and county members.

Survey Group	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree	No response
County Executives	n=8	n=26	n=11	n=14	n=6	n=4
% of sample (n=69)	11.6%	37.7%	15.9%	20.3%	8.7%	5.8%
% of total (n=293)	2.7%	8.9%	3.8%	4.8%	2.0%	1.4%
Mayors	n=42	n=28	n=22	n=3	n=2	n=3
% of sample (n=100)	42.0%	28.0%	22.0%	3.0%	2.0%	3.0%
% of total (n=293)	14.3%	9.6%	7.5%	1.0%	0.7%	1.0%
City Managers	n=22	n=15	n=4	n=2	n=1	n=1
% of sample (n=45)	48.9%	33.3%	8.9%	4.4%	2.2%	2.2%
% of total (n=293)	7.5%	5.1%	1.4%	0.7%	0.3%	0.3%
911 Board Chairs	n=14	n=30	n=13	n=6	n=13	n=3
% of sample (n=79)	17.7%	38.0%	16.5%	7.6%	16.5%	3.8%
% of total (n=293)	4.8%	10.2%	4.4%	2.0%	4.4%	1.0%
Total Responses	n=86	n=99	n=50	n=25	n=22	n=11
% of total (n=293)	29.4%	33.8%	17.1%	8.5%	7.5%	3.8%

G. 911 district functions should be folded into county government.

Survey Group	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree	No response
County Executives	n=4	n=17	n=6	n=24	n=16	n=2
% of sample (n=69)	5.8%	24.6%	8.7%	34.8%	23.2%	2.9%
% of total (n=293)	1.4%	5.8%	2.0%	8.2%	5.5%	0.7%
Mayors	n=5	n=22	n=19	n=14	n=37	n=3
% of sample (n=100)	5.0%	22.0%	19.0%	14.0%	37.0%	3.0%
% of total (n=293)	1.7%	7.5%	6.5%	4.8%	12.6%	1.0%
City Managers	n=3	n=6	n=6	n=12	n=17	n=1
% of sample (n=45)	6.7%	13.3%	13.3%	26.7%	37.8%	2.2%
% of total (n=293)	1.0%	2.0%	2.0%	4.1%	5.8%	0.3%
911 Board Chairs	n=1	n=3	n=8	n=11	n=55	n=1
% of sample (n=79)	1.3%	3.8%	10.1%	13.9%	69.6%	1.3%
% of total (n=293)	0.3%	1.0%	2.7%	3.8%	18.8%	0.3%
Total Responses	n=13	n=48	n=39	n=61	n=125	n=7
% of total (n=293)	4.4%	16.4%	13.3%	20.8%	42.7%	2.4%

H. 911 district operations should be folded into city government.

Survey Group	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree	No response
County Executives	n=1	n=13	n=9	n=25	n=15	n=6
% of sample (n=69)	1.4%	18.8%	13.0%	36.2%	21.7%	8.7%
% of total (n=293)	0.3%	4.4%	3.1%	8.5%	5.1%	2.0%
Mayors	n=6	n=13	n=28	n=20	n=29	n=4
% of sample (n=100)	6.0%	13.0%	28.0%	20.0%	29.0%	4.0%
% of total (n=293)	2.0%	4.4%	9.6%	6.8%	9.9%	1.4%
City Managers	n=5	n=7	n=12	n=14	n=6	n=1
% of sample (n=45)	11.1%	15.6%	26.7%	31.1%	13.3%	2.2%
% of total (n=293)	1.7%	2.4%	4.1%	4.8%	2.0%	0.3%
911 Board Chairs	n=0	n=3	n=13	n=12	n=50	n=1
% of sample (n=79)	0.0%	3.8%	16.5%	15.2%	63.3%	1.3%
% of total (n=293)	0.0%	1.0%	4.4%	4.1%	17.0%	0.3%
Total Responses	n=12	n=36	n=62	n=71	n=100	n=12
% of total (n=293)	4.1%	12.3%	21.2%	24.2%	34.1%	4.1%

I. There are no major problems when cities create 911 separate from the county-area system.

Survey Group	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree	No response
County Executives	n=0	n=1	n=12	n=23	n=29	n=4
% of sample (n=69)	0.0%	1.4%	17.4%	33.3%	42.0%	5.8%
% of total (n=293)	0.0%	0.3%	4.1%	7.8%	9.9%	1.4%
Mayors	n=7	n=8	n=39	n=27	n=12	n=7
% of sample (n=100)	7.0%	8.0%	39.0%	27.0%	12.0%	7.0%
% of total (n=293)	2.4%	2.7%	13.3%	9.2%	4.1%	2.4%
City Managers	n=6	n=8	n=14	n=12	n=4	n=1
% of sample (n=45)	13.3%	17.8%	31.1%	26.7%	8.9%	2.2%
% of total (n=293)	2.0%	2.7%	4.8%	4.1%	1.4%	0.3%
911 Board Chairs	n=2	n=3	n=13	n=12	n=46	n=3
% of sample (n=79)	2.5%	3.8%	16.5%	15.2%	58.2%	3.8%
% of total (n=293)	0.7%	1.0%	4.4%	4.1%	15.7%	1.0%
Total Responses	n=15	n=20	n=78	n=74	n=91	n=15
% of total (n=293)	5.1%	6.8%	26.6%	25.3%	31.1%	5.1%

J. 911 districts should be operated by state government.

Survey Group	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree	No response
County Executives	n=3	n=3	n=10	n=21	n=30	n=2
% of sample (n=69)	4.3%	4.3%	14.5%	30.4%	43.5%	2.9%
% of total (n=293)	1.0%	1.0%	3.4%	7.2%	10.2%	0.7%
Mayors	n=2	n=5	n=22	n=23	n=44	n=4
% of sample (n=100)	2.0%	5.0%	22.0%	23.0%	44.0%	4.0%
% of total (n=293)	0.7%	1.7%	7.5%	7.8%	15.0%	1.4%
City Managers	n=0	n=2	n=7	n=13	n=22	n=1
% of sample (n=45)	0.0%	4.4%	15.6%	28.9%	48.9%	2.2%
% of total (n=293)	0.0%	0.7%	2.4%	4.4%	7.5%	0.3%
911 Board Chairs	n=0	n=4	n=3	n=9	n=63	n=0
% of sample (n=79)	0.0%	5.1%	3.8%	11.4%	79.7%	0.0%
% of total (n=293)	0.0%	1.4%	1.0%	3.1%	21.5%	0.0%
Total Responses	n=5	n=14	n=42	n=66	n=159	n=7
% of total (n=293)	1.7%	4.8%	14.3%	22.5%	54.3%	2.4%

K. The General Assembly should create a state board/commission to oversee the operation of 911 districts, similar to the Utility Management Review Board which oversees utility districts.

Survey Group	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree	No response
County Executives	n=6	n=18	n=8	n=18	n=16	n=3
% of sample (n=69)	8.7%	26.1%	11.6%	26.1%	23.2%	4.3%
% of total (n=293)	2.0%	6.1%	2.7%	6.1%	5.5%	1.0%
Mayors (n=)	n=11	n=30	n=22	n=12	n=20	n=5
% of sample (n=100)	11.0%	30.0%	22.0%	12.0%	20.0%	5.0%
% of total (n=293)	3.8%	10.2%	7.5%	4.1%	6.8%	1.7%
City Managers	n=3	n=7	n=14	n=10	n=10	n=1
% of sample (n=45)	6.7%	15.6%	31.1%	22.2%	22.2%	2.2%
% of total (n=293)	1.0%	2.4%	4.8%	3.4%	3.4%	0.3%
911 Board Chairs	n=2	n=14	n=19	n=14	n=29	n=1
% of sample (n=79)	2.5%	17.7%	24.1%	17.7%	36.7%	1.3%
% of total (n=293)	0.7%	4.8%	6.5%	4.8%	9.9%	0.3%
Total Responses	n=22	n=69	n=63	n=54	n=75	n=10
% of total (n=293)	7.5%	23.5%	21.5%	18.5%	25.6%	3.4%

L. The General Assembly should set minimum operating standards for 911 districts.

Survey Group	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree	No response
County Executives	n=5	n=33	n=10	n=9	n=10	n=3
% of sample (n=69)	5.8%	47.8%	14.5%	13.0%	14.5%	4.3%
% of total (n=293)	1.4%	11.3%	3.4%	3.1%	3.4%	1.0%
Mayors	n=25	n=41	n=12	n=7	n=9	n=6
% of sample (n=100)	25.0%	41.0%	12.0%	7.0%	9.0%	6.0%
% of total (n=293)	8.5%	14.0%	4.1%	2.4%	3.1%	2.0%
City Managers	n=12	n=23	n=2	n=5	n=2	n=1
% of sample (n=45)	26.7%	51.1%	4.4%	11.1%	4.4%	2.2%
% of total (n=293)	4.1%	7.8%	0.7%	1.7%	0.7%	0.3%
911 Board Chairs	n=6	n=40	n=11	n=9	n=12	n=1
% of sample (n=79)	7.6%	50.6%	13.9%	11.4%	15.2%	1.3%
% of total (n=293)	2.0%	13.7%	3.8%	3.1%	4.1%	0.3%
Total Responses	n=47	n=137	n=35	n=30	n=33	n=11
% of total (n=293)	16.0%	46.6%	11.9%	10.2%	11.3%	3.8%

M. Your system adequately covers the citizens it was formed to serve.

Survey Group	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree	No response
County Executives	n=22	n=37	n=4	n=2	n=1	n=3
% of sample (n=69)	31.9%	53.6%	5.8%	2.9%	1.4%	4.3%
% of total (n=293)	7.5%	12.6%	1.4%	0.7%	0.3%	1.0%
Mayors	n=16	n=45	n=20	n=8	n=4	n=7
% of sample (n=100)	16.0%	45.0%	20.0%	8.0%	4.0%	7.0%
% of total (n=293)	5.5%	15.4%	6.8%	2.7%	1.4%	2.4%
City Managers	n=6	n=22	n=7	n=6	n=2	n=2
% of sample (n=45)	13.3%	48.9%	15.6%	13.3%	4.4%	4.4%
% of total (n=293)	2.0%	7.5%	2.4%	2.0%	0.7%	0.7%
911 Board Chairs	n=45	n=25	n=2	n=3	n=2	n=2
% of sample (n=79)	57.0%	31.6%	2.5%	3.8%	2.5%	2.5%
% of total (n=293)	15.4%	8.5%	0.7%	1.0%	0.7%	0.7%
Total Responses	n=89	n=129	n=33	n=19	n=9	n=14
% of total (n=293)	30.4%	44.0%	11.3%	6.5%	3.1%	4.8%

Appendix G

Breakdown of E-911 Boards

COUNTY	CITY REPS	COUNTY REPS	PRIVATE CITIZENS	OTHER	TOTALS
ANDERSON	4	5			9
BEDFORD	1	2	3	3	9
BENTON	1	1	4	1	7
BLOUNT	3	3		3	9
BRADLEY	2	1	2	4	9
CAMPBELL	5	2		2	9
CANNON	1	2	3	3	9
CARROLL			5	4	9
CHEATHAM	2		6	1	9
CHESTER	1	2	3	2	8
CLAIBORNE		4	2	4	10
CUMBERLAND		1	6	1	8
DECATUR			8	1	9
DICKSON	1	1	4	1	7
DYER	3	1	5		9
FAYETTE	2	4	1	2	9
FRANKLIN	1	3	5		9
GIBSON			9		9
GILES	2	2	1	4	9
GREENE	1	1	1	6	9
HAMBLEN	3	3	2	2	10
HAMILTON	3	2	3	1	9
HARDIN	1	2	1	5	9
HAWKINS	3	2	1	1	7
HAYWOOD			9		9
HENRY		1	3	5	9
HUMPHREYS	1	1	7		9
JACKSON		4	2	3	9
JEFFERSON	3	4		2	9
KNOX	3	5	2	1	11
LAWRENCE	3	3	2	1	9
LINCOLN		1	4	2	7
LOUDON	4	2	1	2	9
MACON	2	2	1	4	9
MADISON	1	2	6		9
MARION		2	4	3	9
MAURY	3		3	3	9
MCMINN	1	1	5	1	8
METRO NASHVILLE			7	1	8

Appendix G Breakdown of E-911 Boards

COUNTY	CITY REPS	COUNTY REPS	PRIVATE CITIZENS	OTHER	TOTALS
MONROE	1	2	3	3	9
MONTGOMERY	2	2	4	1	9
MORGAN		1	1	7	9
RHEA		2	3	4	9
ROANE	4	3		2	9
RUTHERFORD	5	3	1		9
SEVIER	4	5			9
SHELBY			6	1	7
SMITH		1	5	3	9
SUMNER		6	3		9
TIPTON	1	4	2		7
UNION	1	5	1	1	8
WARREN	1	1	3	4	9
WASHINGTON	1	4	1	3	9
WHITE	1	2	4	2	9
WILLIAMSON		4	1	2	7
WILSON			9		9
County Totals	82	117	178	112	489
Percent of Total	16.8%	23.9%	36.4%	22.9%	100.0%

BRISTOL	2	0	3	2	7
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TACIR Survey of E-911 Board Chairs

Prepared by TACIR (11/94)

Appendix H
Tennessee Emergency Communications Districts
E-911 Service
All Districts With Approved E-911 Referendums
 (As of January 20, 1995)

ECD	Residential		Business		Surcharge		Service		Per Capita		Per Capita	
	Surcharge	Rate	Surcharge	Rate	Start	Date	On-line	Date	Retained	Earnings	Expenditures	Revenues
Anderson County	\$0.65		\$2.00		05/91		06/93		\$5.11		\$0.32	\$2.66
Bedford County	\$0.33		\$1.00		10/87		06/89		\$2.75		\$2.13	\$2.32
Benton County	\$0.60		\$1.50		06/89		06/91		\$6.81		\$3.78	\$4.02
Blount County	\$0.50		\$1.50		03/87		02/90		\$8.60		\$3.18	\$4.13
Bradley County	\$0.58		\$1.76		03/89		11/91		\$9.80		\$4.88	\$4.52
Brentwood City**	N/Av		N/Av		N/Av		N/Av		N/Av		N/Av	N/Av
Bristol City	\$0.65		\$1.65		N/Av		N/Av		N/Av		N/Av	N/Av
Campbell County*	\$0.65		\$2.00		10/92		09/95		N/Av		N/Av	N/Av
Cannon County	\$0.65		\$2.00		01/91		03/92		\$5.33		\$1.98	\$4.44
Carroll County	\$0.65		\$2.00		02/87		10/91		\$9.67		\$2.92	\$4.80
Carter County	\$0.65		\$2.00		01/92		05/94		\$4.76		\$1.53	\$6.30
Cheatham County	\$0.65		\$2.00		02/88		04/90		\$1.89		\$4.07	\$3.80
Chester County	\$0.65		\$2.00		10/91		10/92		N/Av		N/Av	N/Av
Claiborne County*	N/Av		N/Av		N/Av		N/Av		N/Av		N/Av	N/Av
Clay County	\$0.65		\$2.00		11/90		N/Av		\$6.84		\$2.33	\$9.17
Cocke County	\$0.65		\$2.00		08/89		09/92		\$11.56		\$2.87	\$4.36
Coffee County	\$0.50		\$1.60		01/89		10/89		\$12.53		\$3.05	\$4.10
Crockett County	\$0.65		\$2.00		09/88		10/91		\$10.36		\$4.09	\$4.72
Cumberland County*	\$0.65		\$2.00		01/92		N/Av		\$9.63		\$0.51	\$4.71
Decatur County*	\$0.65		\$2.00		05/92		07/95		N/Av		N/Av	N/Av
DeKalb County*	\$0.65		\$2.00		01/91		N/Av		\$10.50		\$1.85	\$5.44
Dickson County	\$0.55		\$1.65		05/88		01/91		\$7.69		\$4.12	\$3.91
Dyer County	\$0.55		\$1.67		09/88		10/90		\$9.18		\$3.82	\$4.47
Fayette County	\$0.65		\$1.75		05/88		05/91		\$4.16		\$3.91	\$3.79
Fentress County	\$0.65		\$2.00		12/90		01/94		\$6.96		\$1.37	\$3.69
Franklin County	\$0.50		\$1.48		05/89		05/92		\$7.56		\$3.53	\$3.23

Appendix H
Tennessee Emergency Communications Districts
E-911 Service
All Districts With Approved E-911 Referendums
(As of January 20, 1995)

ECD	Residential		Business		Surcharge		Service		Per Capita		Per Capita	
	Surcharge Rate	Surcharge Rate	Surcharge Rate	Start Date	On-line Date	On-line Date	Retained Earnings	Expenditures	Revenues	Revenues	Revenues	Revenues
Gibson County	\$0.65	\$2.00	\$2.00	05/89	06/89	06/89	\$5.63	\$5.96	\$6.38	\$6.38	\$6.38	\$6.38
Giles County*	\$0.65	\$2.00	\$2.00	12/92	12/94	12/94	\$2.33	\$0.31	\$2.64	\$2.64	\$2.64	\$2.64
Greene County	\$0.65	\$1.50	\$1.50	04/89	07/93	07/93	\$12.38	\$2.15	\$4.17	\$4.17	\$4.17	\$4.17
Hamblen County	\$0.43	\$1.33	\$1.33	06/89	01/90	01/90	\$7.33	\$7.87	\$8.26	\$8.26	\$8.26	\$8.26
Hamilton County	\$0.39	\$1.20	\$1.20	02/85	01/87	01/87	\$9.60	\$3.47	\$3.90	\$3.90	\$3.90	\$3.90
Hancock County*	N/Av	N/Av	N/Av	N/Av	N/Av	N/Av	N/Av	N/Av	N/Av	N/Av	N/Av	N/Av
Hardeman County	\$0.50	\$1.60	\$1.60	N/Av	08/92	08/92	\$4.66	\$5.22	\$3.48	\$3.48	\$3.48	\$3.48
Hardin County	\$0.60	\$1.50	\$1.50	10/89	09/92	09/92	\$4.53	\$6.26	\$4.16	\$4.16	\$4.16	\$4.16
Hawkins County	\$0.65	\$1.75	\$1.75	03/91	05/93	05/93	\$6.09	\$2.07	\$4.05	\$4.05	\$4.05	\$4.05
Haywood County	\$0.65	\$2.00	\$2.00	08/88	06/90	06/90	\$2.67	\$2.92	\$2.64	\$2.64	\$2.64	\$2.64
Henderson County	\$0.65	\$2.00	\$2.00	07/89	07/91	07/91	\$5.05	\$4.97	\$4.66	\$4.66	\$4.66	\$4.66
Henry County	\$0.65	\$2.00	\$2.00	01/90	07/92	07/92	\$9.18	\$3.94	\$4.22	\$4.22	\$4.22	\$4.22
Hickman County	\$0.65	\$2.00	\$2.00	04/91	02/93	02/93	\$6.49	\$1.69	\$3.95	\$3.95	\$3.95	\$3.95
Houston County*	\$0.60	\$2.00	\$2.00	08/93	12/95	12/95	N/Av	N/Av	N/Av	N/Av	N/Av	N/Av
Humphreys County	\$0.65	\$2.00	\$2.00	09/89	08/92	08/92	\$13.16	\$3.06	\$5.27	\$5.27	\$5.27	\$5.27
Jackson County	\$0.65	\$2.00	\$2.00	12/90	02/93	02/93	\$4.67	\$2.68	\$3.77	\$3.77	\$3.77	\$3.77
Jefferson County	\$0.50	\$1.48	\$1.48	01/89	05/91	05/91	\$5.03	\$11.02	\$11.20	\$11.20	\$11.20	\$11.20
Johnson County	\$0.65	\$2.00	\$2.00	11/92	01/96	01/96	N/Av	N/Av	N/Av	N/Av	N/Av	N/Av
Kingsport City	N/Av	N/Av	N/Av	N/Av	N/Av	N/Av	N/Av	N/Av	N/Av	N/Av	N/Av	N/Av
Knox County	\$0.65	\$2.00	\$2.00	05/85	01/87	01/87	\$6.96	\$9.64	\$9.20	\$9.20	\$9.20	\$9.20
Lauderdale County	\$0.65	\$2.00	\$2.00	11/88	11/90	11/90	\$5.47	\$4.56	\$4.33	\$4.33	\$4.33	\$4.33
Lawrence County	\$0.65	\$2.00	\$2.00	06/90	06/92	06/92	\$4.65	\$3.16	\$4.46	\$4.46	\$4.46	\$4.46
Lewis County	\$0.65	\$2.00	\$2.00	08/90	10/92	10/92	\$5.69	\$3.81	\$4.40	\$4.40	\$4.40	\$4.40
Lincoln County	\$0.65	\$2.00	\$2.00	12/91	04/93	04/93	\$7.82	\$1.62	\$5.03	\$5.03	\$5.03	\$5.03
Louden County	\$0.50	\$1.48	\$1.48	05/89	05/91	05/91	\$6.74	\$3.01	\$3.70	\$3.70	\$3.70	\$3.70
Macon County	\$0.65	\$2.00	\$2.00	10/90	10/91	10/91	\$3.50	\$3.08	\$3.57	\$3.57	\$3.57	\$3.57

Appendix H
Tennessee Emergency Communications Districts
E-911 Service
All Districts With Approved E-911 Referendums
 (As of January 20, 1995)

ECD	Residential		Business		Surcharge		Service		Per Capita		Per Capita	
	Surcharge Rate	Rate	Surcharge Rate	Rate	Start Date	On-line Date	On-line Date	Retained Earnings	Expenditures	Revenues	Revenues	
Madison County	\$0.45	\$1.64			09/87	10/89		\$1.50	\$3.30	\$4.36		
Marion County	\$0.65	\$2.00			03/91	04/94		\$6.93	\$1.88	\$4.10		
Marshall County	\$0.65	\$2.00			07/87	04/89		\$10.81	\$2.59	\$4.77		
Maury County	\$0.65	\$2.00			01/89	08/91		\$5.92	\$5.16	\$4.97		
McMinn County	\$0.55	\$1.67			05/89	01/92		\$6.77	\$3.41	\$3.95		
McNairy County	\$0.65	\$2.00			N/AV	03/94		\$9.62	\$0.05	\$9.67		
Meigs County*	N/AV	N/AV			N/AV	07/96		N/AV	N/AV	N/AV		
Metro Nashville	\$0.18	\$0.54			09/89	12/89		\$5.34	\$1.90	\$3.07		
Monroe County	\$0.65	\$2.00			04/87	05/93		\$5.94	\$6.20	\$6.28		
Montgomery County	\$0.65	\$2.00			04/87	12/88		\$1.91	\$5.99	\$5.17		
Moore County	\$0.65	\$2.00			11/89	09/91		\$5.25	\$4.47	\$4.05		
Morgan County	\$0.65	\$0.65			01/91	10/93		\$7.10	\$0.30	\$3.18		
Oak Ridge City	\$0.44	\$1.33			10/87	8/88		\$16.84	\$1.68	\$5.42		
Obion County	\$0.65	\$2.00			09/88	02/91		\$9.10	\$5.17	\$5.02		
Overton County	\$0.65	\$2.00			01/91	01/94		\$6.28	\$2.30	\$4.49		
Pickett County	\$0.65	\$2.00			01/91	12/94		\$3.80	\$5.23	\$9.02		
Polk County	\$0.50	\$1.48			03/89	02/88		\$8.53	\$2.05	\$3.37		
Putnam County	\$0.65	\$1.66			01/89	01/91		\$8.79	\$4.39	\$4.70		
Rhea County	\$0.65	\$2.00			12/90	02/93		\$8.69	\$2.50	\$4.58		
Roane County*	\$0.55	\$1.50			12/90	01/95		\$7.95	\$0.35	\$3.57		
Robertson County	\$0.65	\$2.00			05/87	02/89		\$1.59	\$3.46	\$5.35		
Rutherford County	\$0.50	\$1.52			04/87	02/89		\$5.10	\$2.95	\$3.75		
Scott County	N/AV	N/AV			N/AV	N/AV		N/AV	N/AV	N/AV		
Sevier County	\$0.55	\$1.67			06/87	05/90		\$9.55	\$5.56	\$5.77		
Shelby County	\$0.25	\$0.50			06/85	01/88		\$4.51	\$2.20	\$2.18		
Smith County	\$0.65	\$2.00			12/90	08/92		\$8.39	\$3.08	\$11.47		

Appendix H

Tennessee Emergency Communications Districts E-911 Service

All Districts With Approved E-911 Referendums (As of January 20, 1995)

ECD	Residential Surcharge		Business Surcharge		Surcharge		Service On-line		Per Capita		Per Capita	
	Rate	Rate	Rate	Rate	Start Date	Date	On-line Date	Date	Retained Earnings	Expenditures	Revenues	Revenues
Stewart County	\$0.65	\$2.00	\$2.00	\$2.00	01/91	01/93	01/93	01/93	\$5.90	\$2.95	\$4.49	\$4.49
Sullivan County	\$0.65	\$1.65	\$1.65	\$1.65	01/87	09/88	09/88	09/88	\$4.27	\$4.29	\$4.88	\$4.88
Sumner County	\$0.43	\$0.43	\$0.43	\$0.43	05/87	01/89	01/89	01/89	\$2.03	\$2.06	\$2.33	\$2.33
Tipton County	\$0.61	\$1.99	\$1.99	\$1.99	09/88	01/91	01/91	01/91	\$10.03	\$3.54	\$4.00	\$4.00
Trousdale County	\$0.65	\$2.00	\$2.00	\$2.00	05/89	07/91	07/91	07/91	\$7.26	\$4.64	\$4.38	\$4.38
Unicol County*	N/Ap	N/Ap	N/Ap	N/Ap	N/Ap	N/Ap	N/Ap	N/Ap	N/Ap	N/Ap	N/Ap	N/Ap
Union County	\$0.65	\$1.50	\$1.50	\$1.50	N/Av	12/92	12/92	12/92	\$2.55	\$2.42	\$3.55	\$3.55
Warren County*	\$0.65	\$2.00	\$2.00	\$2.00	N/Av	N/Av	N/Av	N/Av	\$10.44	\$0.76	\$5.15	\$5.15
Washington County	\$0.65	\$1.61	\$1.61	\$1.61	08/88	11/88	11/88	11/88	\$6.28	\$8.86	\$9.50	\$9.50
Wayne County*	N/Ap	N/Ap	N/Ap	N/Ap	N/Ap	N/Ap	N/Ap	N/Ap	N/Ap	N/Ap	N/Ap	N/Ap
Weakley County*	N/Ap	N/Ap	N/Ap	N/Ap	N/Ap	N/Ap	N/Ap	N/Ap	N/Ap	N/Ap	N/Ap	N/Ap
White County*	\$0.65	\$2.00	\$2.00	\$2.00	03/91	01/95	01/95	01/95	\$7.46	\$1.53	\$4.58	\$4.58
Williamson County	\$0.65	\$2.00	\$2.00	\$2.00	08/88	01/90	01/90	01/90	\$5.61	\$3.40	\$4.05	\$4.05
Wilson County	\$0.55	\$1.67	\$1.67	\$1.67	12/88	08/90	08/90	08/90	\$5.21	\$3.57	\$3.82	\$3.82
State Average:	\$0.54	\$1.59	\$1.59	\$1.59					\$5.70	\$2.86	\$4.01	\$4.01

N/Ap means Not Available.

N/Av means Not Applicable.

* Indicates not on-line as of 1/20/95.

** The city of Brentwood operates its own E-911 system apart from Williamson County. Brentwood does not raise revenues from a telephone surcharge, but pays for E-911 operations and service out of the city's general fund.

Sources: South Central Bell; Tennessee Emergency Number Association (TENA); TACIR Survey of E-911 Board Chairs; E-911 Audit Reports, Comptroller of the Treasury; and Interviews with individual ECDs.

Prepared by TACIR (1/95)

Appendix I Telephone Servicing Organizations for Tennessee Counties

County	Telephone Company
Anderson	South Central Bell Highland Telephone Cooperative, Inc. W. Kentucky Rural Telephone Cooperative, Inc. Tennessee Telephone Co. (B)
Bedford	South Central Bell United Telephone Co., Inc. Ben Lomand Rural Telephone Cooperative, Inc.
Benton	South Central Bell Tennessee Telephone Co. (B)
Bledsoe	Bledsoe Telephone Cooperative, Inc.
Blount	South Central Bell
Bradley	South Central Bell
Campbell	South Central Bell Highland Telephone Cooperative, Inc.
Cannon	DeKalb Telephone Cooperative
Carroll	South Central Bell Tennessee Telephone Co. (B) W. Tennessee Telephone Co. (C)
Carter	United Inter-Mountain Telephone Co. (D)
Cheatham	South Central Bell
Chester	South Central Bell Adamsville Telephone Co. (A)
Claiborne	Claiborne Telephone Co., Inc. (A) South Central Bell
Clay	Twin Lakes Telephone Cooperative Corp. North Central Telephone Cooperative, Inc.

County	Telephone Company
Coke	South Central Bell
Coffee	South Central Bell Ben Lomand Rural Telephone Cooperative, Inc.
Crockett	Crockett Telephone Co. (C) Yorkville Telephone Cooperative, Inc.
Cumberland	GTE South, Inc. Bledsoe Telephone Cooperative, Inc. South Central Bell
Decatur	Tennessee Telephone Co. (B)
DeKalb	DeKalb Telephone Cooperative Twin Lakes Telephone Cooperative Corporation Ben Lomand Rural Telephone Cooperative, Inc.
Dickson	South Central Bell
Dyer	South Central Bell Yorkville Telephone Cooperative, Inc. Crockett Telephone Co. (C)
Fayette	South Central Bell Millington Telephone Co., Inc.
Fentress	Twin Lakes Telephone Cooperative Corp.
Franklin	South Central Bell United Telephone Co., Inc.
Gibson	South Central Bell Yorkville Telephone Cooperative W. Tennessee Telephone Co. Crockett Telephone Co. (C)
Giles	South Central Bell Ardmore Telephone Co.

County Telephone Company

Grainger ALLTEL Tennessee, Inc.
South Central Bell

Greene United Inter-Mountain Tel Co. (D)
South Central Bell

Grundy Ben Lomand Rural Telephone Cooperative, Inc.

Hamblen South Central Bell

Hamilton South Central Bell
Ooltewah-Collegedale Telephone Co.

Hancock South Central Bell

Hardeman South Central Bell

Hawkins South Central Bell
United Inter-Mountain Tel Co. (D)

Hardin South Central Bell
Adamsville Telephone Co., Inc. (A)

Haywood South Central Bell
Millington Telephone Co.
Crockett Telephone Co. (C)

Henderson South Central Bell
Tennessee Telephone Co. (B)

Henry South Central Bell
W. Kentucky Rural Telephone Cooperative Corp.
People's Telephone Co., Inc.

Hickman South Central Bell

Houston People's Telephone Co., Inc.

Humphreys South Central Bell
Humphreys County Telephone Co.

Jackson Twin Lakes Telephone Cooperative Corp.

Jefferson South Central Bell

Johnson United Inter-Mountain Tel Co. (D)

Knoxville-Knox South Central Bell

County Telephone Company

continued

Lake South Central Bell

Lauderdale South Central Bell

Lawrence South Central Bell
Loretto Telephone Co.

Lewis South Central Bell

Lincoln South Central Bell
Ardmore Telephone Co.
Tennessee Telephone Co. (B)

Louden South Central Bell

Macon North Central Telephone Cooperative, Inc.

Madison South Central Bell

Marion South Central Bell
Ben Lomand Rural Telephone Cooperative, Inc.

Marshall South Central Bell
Tennessee Telephone Co. (B)
United Telephone Co., Inc.

Maury South Central Bell

McMinn South Central Bell
Tellico Telephone Co. (B)

McNairy South Central Bell
Adamsville Telephone Co. (A)

Meigs South Central Bell

Monroe South Central Bell
Tellico Telephone Co. (B)

Montgomery South Central Bell

Moore South Central Bell

Morgan South Central Bell

County	Telephone Company
<i>Morgan cont.</i>	Highland Telephone Cooperative, Inc.
Nashville-David.	South Central Bell Tennessee Telephone Co. (B)
Oblon	South Central Bell Yorkville Telephone Cooperative GTE South, Inc.
Overton	Twin Lakes Telephone Cooperative Corp.
Perry	Tennessee Telephone Co. (B)
Pickett	Twin Lakes Telephone Cooperative Corp.
Polk	South Central Bell
Putnam	GTE South, Inc. Twin Lakes Telephone Cooperative Corp.
Rhea	South Central Bell
Roane	South Central Bell
Robertson	South Central Bell
Rutherford	South Central Bell Tennessee Telephone Co. (B) United Telephone Co. Ben Lomand Rural Telephone Cooperative, Inc. DeKalb Telephone Cooperative
Scott	Twin Lakes Telephone Cooperative Corp. Highland Telephone Cooperative, Inc.
Sequatchie	South Central Bell Bledsoe Telephone Cooperative, Inc.
Sevier	South Central Bell
Shelby	South Central Bell Millington Telephone Co., Inc.
Smith	South Central Bell North Central Telephone Cooperative, Inc. Twin Lakes Telephone Cooperative Corp.
Stewart	South Central Bell

County	Telephone Company
Sullivan	United Inter-Mountain Telephone Co. (D)
Sumner	South Central Bell North Central Telephone Cooperative, Inc.
Tipton	South Central Bell Millington Telephone Co., Inc.
Trousdale	South Central Bell North Central Telephone Cooperative, Inc.
Unicoi	United Inter-Mountain Telephone Co. (D)
Union	South Central Bell Claiborne Telephone Co., Inc. (A)
Van Buren	Ben Lomand Rural Telephone Cooperative, Inc. Bledsoe Telephone Cooperative, Inc.
Warren	Ben Lomand Rural Telephone Cooperative, Inc. GTE South, Inc.
Washington	United Inter-Mountain Telephone Co. (D)
Wayne	Tennessee Telephone Co. (B)
Weakley	GTE South, Inc. South Central Bell
White	Ben Lomand Rural Telephone Cooperative, Inc. GTE South, Inc.
Williamson	South Central Bell United Telephone Co., Inc.
Wilson	South Central Bell Tennessee Telephone Co. (B) DeKalb Telephone Cooperative

Notes: (A) Subsidiary of Century Telephone
 (B) Subsidiary of Telephone & Data Systems
 (C) Telephone Electronics Corporation
 (D) United Telecommunications, Inc.

Source: Tennessee Telephone Association, with updated information as provided by telephone companies.



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Harry A. Green, Executive Director
John Norman, Sr. Research Associate
Frith Sellers, Research Associate
Shawn Hydorn, Research Associate
Marj Stellar, Research Assistant
Cherri Brady, Publication Assistant
Lea Ann Phelps, Adm. Specialist

What is the TACIR?

The Tennessee Advisory Commission on Intergovernmental Relations (TACIR) was created by the General Assembly in 1978 to monitor the operation of federal-state-local relations in Tennessee and make recommendations for their improvement. TACIR is a permanent nonpartisan body representing the executive and legislative branches of the state, county and municipal governments, and the public.

The TACIR is the principal state agency committed to the study and deliberation of state and local government issues. It is the only agency where all participants in the intergovernmental arena can meet in a neutral setting. It is in this forum that the Commission studies and deliberates on a wide variety of issues related to the functioning of the intergovernmental system. Studies by the Commission often result in published reports, findings and recommendations, legislative initiatives or any combination of these efforts which may be needed to address a particular intergovernmental problem or issue.

The Commission is composed of 29 members. Ten represent local governments: four elected county officials and four elected city officials. The County Officials Association of Tennessee and the Tennessee Development District Association also have one member each on the Commission. Ten members represent the General Assembly: the Chairmen of the House and the Senate Finance, Ways, and Means Committees, and four Representatives and four Senators appointed by the Speakers of the House and Senate, respectively. Five of the members are private citizens appointed by the Governor. The Governor also appoints two members of the Executive Branch. By virtue of their office, the Commissioner of Finance and Administration and the Comptroller of the Treasury are members of the Commission.

The TACIR is jointly funded by state and local government. The state provides seventy-five percent and local governments contribute twenty-five percent of the operating budget.

Suite 508
226 Capitol Blvd. Building
Nashville, TN 37219
Phone: (615) 741-3012