



# **Alaska Land Mobile Radio Communications System**

## **User Council Charter**

**Version 10**

**July 30, 2020**

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## Document Revision History

<b>Name</b>	<b>Date</b>	<b>Reason for Changes</b>	<b>Version</b>
Toni Dixon	12/28/2006	Issued approved version	4.0
Shafer, Sherry	3/4/2009	Updated Charter approved by the User Council.	5
Shafer, Sherry	6/2/2010	Annual review/update. Approved by the User Council - final.	6
Shafer, Sherry	7/15/2010	Approved by the Executive Council with minor changes.	6
Shafer, Sherry	2/2/2011	Update meeting attendance language - requested change by the UC. Approved by the User Council - final.	7
Shafer, Sherry	11/20/2017	Review/update. Approved by the User Council - final.	8
Shafer, Sherry	8/28/2019	Review/update. Approved by the Operations Management Office - final.	9
Shafer, Sherry	7/30/2020	Review/update. Approved by the Operations Management Office - final.	10

## Acronyms and Definitions

**Alaska Federal Executive Association (AFEA):** federal government entities, agencies and organizations, other than the Department of Defense, that will operate on the shared ALMR system infrastructure.

**Alaska Land Mobile Radio (ALMR) Communications System:** the ALMR Communications System, which uses but is separate from the State of Alaska Telecommunications System (SATS), as established in the Cooperative and Mutual Aid Agreement.

**Alaska Municipal League:** a voluntary non-profit organization in Alaska that represents member local governments.

**Alaska Public Safety Communication Services (APSCS):** a State of Alaska (SOA) office in the Department of Military and Veterans Affairs (DMVA) that operates and maintains the SOA Telecommunications System (SATS) supporting ALMR and provides public safety communication services and support to state agencies.

**Charter:** a document that outlines the principles, functions, and organization of a corporate or other organized body.

**Cooperative and Mutual Aid Agreement:** the instrument that establishes ALMR and sets out the terms and conditions by which the system will be governed, managed, operated and modified by the Parties signing the Agreement.

**Department of Defense – Alaska:** Alaskan Command, US Air Force and US Army component services operating under United States Pacific Command and United States Northern Command.

**Department of Military and Veterans Affairs (DMVA):** a State of Alaska (SOA) department where the SOA Telecommunications System (SATS) and ALMR programs reside.

**Executive Council:** governing body which is made up of three voting members and two associate members representing the original four constituency groups: the State of Alaska, the Department of Defense, Non-DOD Federal agencies (represented by the Alaska Federal Executive Association), and local municipal/government (represented by the Alaska Municipal League and the Municipality of Anchorage).

**Member:** a public safety agency including, but not limited to, a general government agency (local, state or federal), its authorized employees and personnel (paid or volunteer), and its service provider, participating in and using the System under a Membership Agreement.

**Municipality of Anchorage (MOA):** the MOA covers 1,951 square miles with a population of over 300,000. The MOA stretches from Portage, at the southern border,

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to the Knik River at the northern border, and encompasses the communities of Girdwood, Indian, Anchorage, Eagle River, Chugiak/Birchwood, and the native village of Eklutna.

**Operations Manager:** the Operations Manager represents the User Council interests and makes decisions on issues related to the day-to-day operation of the system and any urgent or emergency system operational or repair decisions. In coordination with the User Council, the Operations Manager establishes policies, procedures, contracts, organizations, and agreements that provide the service levels as defined in the ALMR Service Level Agreement.

**Operations Management Office (OMO):** develops recommendations for policies, procedures, and guidelines; identifies technologies and standards; and coordinates intergovernmental resources to facilitate communications interoperability with emphasis on improving public safety and emergency response communications.

**Party/Parties:** one or more Parties who have signed the Cooperative and Mutual Aid Agreement. The Parties to the agreement are: Department of Defense - Alaska, the Alaska Federal Executive Association, the State of Alaska Department of Administration's commissioner or commissioner's designee, respectively or collectively.

**Quorum:** the minimum number of members of a deliberative body necessary to conduct the business of that group.

**State of Alaska (SOA):** the primary maintainer of the states' microwave system, and shared owner of the System.

**State of Alaska Telecommunications Systems (SATS):** the State of Alaska statewide telecommunications system microwave network.

**Talk group:** the electronic equivalent of a channel on a trunked system; a unique group of radio Users that can communicate with each other.

**User:** an agency, person, group, organization or other entity which has an existing written Membership Agreement to operate on ALMR with one of the Parties to the Cooperative and Mutual Aid Agreement. The terms user and member are synonymous and interchangeable.

**User Council:** governing body responsible for recommending all operational and maintenance decisions affecting the System. Under the direction and supervision of the Executive Council, the User Council has the responsibility for management oversight and operation of the System. The User Council oversees the development of System operations plans, procedures and policies under the direction and guidance of the Executive Council.

**Wireless Communication:** the transfer of electromagnetic signals from one location to another without cables, often using infrared light or radio waves.

## **Article 1 Introduction**

§ 1. The Alaska Land Mobile Radio (ALMR) Communications System User Council, hereafter referred to as the User Council, is established by the ALMR Cooperative and Mutual Aid Agreement entered into by the United States Department of Defense - Alaska (DOD), the Alaska Federal Executive Association (excluding DOD), and the State of Alaska in their collective role as members of the ALMR Executive Council, hereafter referred to as the Executive Council. The User Council is responsible for making all operating and maintenance decisions affecting the ALMR Communications System, including those governing its day-to-day operations, and for fulfilling other duties and tasks as set out in this agreement. In all respects, the decisions, policy making and actions of the User Council are subject to the authority, oversight, and approval of the Executive Council.

§ 2. The ALMR System, hereafter referred to as the “System,” is a multi-site dedicated public safety wireless communications system providing all-weather mobile coverage to its users. User benefits and services include, but are not limited to, a Project 25 compliant system, multiple system redundancies with backup power, a wide range of talkgroups, auto-affiliation and de-affiliation, and electronic identification on all transmissions and microwave system connectivity. Also provided are encryption availability, emergency alert availability, system security, radio interoperability, and system management.

## **Article 2 Authority**

§ 1. The authority for the creation and operation of the User Council is derived from Article 7 of the Cooperative and Mutual Aid Agreement. The User Council will function under the guidance and oversight of the Executive Council, as approved by motion and vote of the Executive Council.

§ 2. The User Council will coordinate with the Operations Manager, the designated agent for the Executive Council, on the operations, maintenance, and management of the System. The User Council will function independently as set forth under Article 7 of the Cooperative and Mutual Aid Agreement.

§ 3. Provisions governing the appointment of members, terms and conditions of membership, selection of a chairperson, modification of the composition of membership, and the establishment of voting methods and procedures, will be set out in this charter.

## **Article 3 Goals and Objectives**

§ 1. The User Council charter will state its purpose, goals, objectives, duties, and responsibilities in managing, operating, and maintaining the System. The User Council will also adopt written operating procedures and administrative procedures, pursuant to the charter.

§ 2. The User Council, in coordination with the Operations Manager, has the responsibility for management oversight and operations of the System.

§ 3. The User Council shall oversee the development of System operations plans, procedures, and policies, per the Cooperative and Mutual Aid Agreement. Adoption of the User Council Charter and its operating and administrative procedures are subject to approval by the Executive Council.



## **Article 4 Responsibility**

§ 1. The User Council is responsible for creating and maintaining a collaborative user-based management system to establish policy and operational procedures, and to operate and maintain the System under the oversight of the Executive Council. These responsibilities and duties include, but are not limited to:

§ 1.1. The User Council will be responsible for providing recommendations to the Executive Council regarding approval of the System design and approval of all proposed modifications to the System design, including defining performance standards, modifications to approved performance standards, extensions and expansions of the System, addition of users to the System, and addition of new parties to this agreement.

§ 1.2. The User Council shall provide recommendations to the Executive Council regarding the adoption of System operation and maintenance standards, which at a minimum shall include: identification of minimum technical standards for System equipment and subscriber units; identification of protocols for the modification of talk group assignments and their usage; identification of minimum periodic maintenance standards and schedules for System equipment; identification of physical security and network security requirements; and identification of problem reporting and resolution practices for System equipment.

§ 1.3. The User Council shall provide recommendations to the Executive Council regarding approval of the terms and conditions of access of users of the System, and the approval of user agreements.

§ 1.4 The User Council is responsible for conducting the dispute resolution process set out in the Cooperative and Mutual Aid Agreement, and for providing recommendations to the Executive Council regarding the final resolution of disputes.

§ 1.5. The User Council is responsible for investigating any allegation of breach of the Cooperative and Mutual Aid Agreement, formulating proposed remedies in instances of alleged breach, and providing recommendations to the Executive Council regarding the final disposition of alleged instances of breach.

§ 1.6. The User Council shall receive and review progress reports and schedules regarding modifications to System infrastructure from responsible parties, and shall use such reports to determine whether the parties are meeting their obligations. Upon completion of such a review, the User Council may make recommendations, as necessary, to the Executive Council regarding actions or decisions needed from the Executive Council.

§ 1.7. The User Council, in coordination with the Operations Manager, is responsible for assessing and recommending service level requirements, designating cost-shared

components, recommending possible methods of funding, and for recommending a budget process for the System (see Appendix A - ALMR Operations Management Organization).

§ 1.8. Subject to the approval of the Executive Council, and to the extent permitted under federal, state and local laws, the User Council may designate a consenting agency or consenting agencies to act as the User Council agent to procure and install System common shared-network equipment. Such procurement and installation shall be:

§ 1.8.1. Consistent with the System design as approved by the Executive Council;

§ 1.8.2. Subject to User Council supervision and oversight; and,

§ 1.8.3 Subject to the record-keeping, audit, and reporting requirements established by the User Council, as provided in the Cooperative and Mutual Aid Agreement.

§ 1.9. Subject to the approval of the Executive Council, and to the extent permitted under federal, state, and local laws, the User Council may designate a consenting agency or consenting agencies to act as the User Council agent to operate and maintain System common network controller equipment. This agency may be designated to negotiate, execute, and oversee an operations and maintenance agreement with a private or public entity to operate and maintain System common-shared network equipment in accordance with standards of operation and maintenance approved by the Executive Council. This agreement shall contain adequate provisions for emergency repair or replacement of the System common shared-network equipment.

§ 1.10. Performance Monitoring. The User Council will monitor and evaluate the operational performance of the System, including the efficiency and effectiveness of its operations and management as well as the performance of contracts and user agreements. The User Council will report to the Executive Council their assessment of the operational health of the System annually, or as requested by the Executive Council.

§ 1.11. Financial Plan. The User Council will review and recommend annually, a budget developed and submitted by the Operations Manager to provide for the short- and long-term financial needs of the System, including its funding needs as well as its capital replacement and enhancement needs. The budget will be updated annually, as well as at other times deemed necessary by the User Council and or the Operations Manager. The budget will then be presented through the User Council to the Executive Council for acceptance.

§ 1.12. Auditing and Control. The User Council will review and approve the Operations Manager's auditing and control policies and procedures to ensure accountability, compliance, monitoring, and performance assessment.

§ 1.13. Risk Management. The User Council will review and recommend risk management and security policies and procedures developed by the Operations Manager that provide for the security, protection, and safety of the System, its personnel and its assets, and insures against the impacts of claims and liabilities. The Risk Management Plan will be presented through the User Council to the Executive Council for review and final approval.

## Article 5 Membership

§ 1. The Executive Council will approve the appointment of members and their alternates to the User Council. In the absence of the member, an alternate will have voting authority. Agencies may request multiple appointments of alternates.

§ 2. Membership of the User Council will be composed of twelve members representing the four original foundational entities (DOD, Non-DOD Federal, State of Alaska, and the Alaska Municipal League). There are no other members of the User Council. All members have a vote. ALMR member agencies, and prospective member agencies, are represented by one of the members of the User Council as defined below:

- § 2.1. DOD: US Army (1)  
Joint Base Elmendorf-Richardson (1)  
Eielson AFB (1)
- § 2.2. Alaska Federal Executive Association Department of the Interior (1)  
Federal Bureau of Investigation (1)  
All other Non-DOD Federal agencies (1)
- § 2.3. State of Alaska: Department of Transportation and  
Public Facilities (1)  
Department of Public Safety (1)  
All other SOA agencies (1)
- § 2.4. Municipalities: Northern Region (1)  
Central Region (1)  
Southeast Region (1)

§ 3. The DOD, the Alaska Executive Association (excluding DOD), and State of Alaska User Council members will be selected by their respective chain of command. In cases where a single council member must vote on behalf of multiple agencies, the leadership of those agencies must reach an accord on their designated council representative. Municipal/local agencies and regions must submit a letter or email designating the appointment of the council member (including those for alternate members) to the Chair of the User Council. Any letters of appointment for members who will represent multiple agencies should have as many co-signatories as possible to establish the veracity of the appointment.

§ 4. Replacement of User Council members is expected as members are transferred, promoted, separated, etc. It is the responsibility of agencies and municipal regions to anticipate these changes and to provide updated appointment letters. Members will not be accorded voting rights without an authorized and documented appointment.

§ 5. Boundaries of municipal regions (See Appendix B - Geographic Regions):

§ 5.1. The Northern Region includes all agencies that lay north of a line that extends west-southwest from the Alaska Highway crossing of the border with Canada, to Skwenta (not including same), and then running northwest to Unalakleet (including same).

§ 5.2. The Southeast Region includes all agencies that lay south of a line extending southwest from the Alaska Highway crossing of the border with Canada, to McCarthy (not including same), to the northern tip of Afognak Island, and then running northwest to Egegik (including same), and then extending to the northern tip of St Matthew Island.

§ 5.3. The Central Region is comprised of all agencies not falling into either the Northern or Southeast Region.

**NOTE:** Although the geographic regions extended across the State of Alaska, ALMR is mainly located along the major road systems.

§ 6. It is the responsibility of the three municipal voting members to establish methods whereby the needs and preferences of the region they represent can be determined. This may be through regularly scheduled teleconferences, meetings, or other arrangements. Minutes from regional meetings should be kept, distributed to regional member agencies and the User Council Secretary, maintained by the regional representatives, and transferred as the regional members change over time.

§ 7. In the event that users feel their perspectives are not being given sufficient consideration by other members of a region, or in the case of non-municipal agencies, users may provide written petitions or letters to the User Council Chair for consideration at the next scheduled meeting.

§ 8. While it may be desirable that the regional member be from the largest agency among municipal agencies in the region, it is not necessary.

§ 9. Because user agencies, who are not User Council members, are represented by their regional or agency-specific member, they may observe User Council meetings, but may not participate without specific permission of the User Council Chair. Each regular User Council meeting will have a limited period of time set aside for the Chair to recognize individuals who may have dissenting viewpoints, or for those who feel they have information that may have been overlooked.

## **Article 6 Organization**

§ 1. The User Council will provide an administrative structure for the management and operations of the System including the development of a committee structure for receiving advisory input on operational matters. Ad hoc committees and subcommittees may be formed as deemed necessary by the User Council.

§ 1.1 Committees may be composed of User Council members only. However, this does not restrict committees from obtaining advice or testimony from other users or prospective users, or from technical experts who are not users.

§ 1.2 Appointed committees shall provide reports and recommended action(s) to the User Council at each regularly scheduled meeting.

§ 2. The Chair and Vice Chair will be elected annually in whatever month is eleven months following their accession to office. They will assume their duties at the first meeting following their election.

§ 2.1. A Chair will be elected from among the twelve primary members of the User Council or their alternates, in the event there is no primary appointee, and is responsible for coordinating and facilitating the User Council meetings and agenda items. The Chair will represent the User Council at Executive Council meetings.

§ 2.2. A Vice Chair will be elected from among either the primary or the alternate members with responsibilities as defined by the User Council, but primarily will serve as a partner to the Chair, and will assume the responsibilities of the Chair in his/her absence. The Vice Chair will not be from the same user sector as the chair.

§ 2.3. The Operations Management Office will serve as the Secretary and principal records manager for the User Council.

§ 3. Regular meetings will be conducted and shall be composed of current action items and any new business introduced by members. Written minutes shall be kept for all meetings and distributed to User Council members, at a minimum.

§ 4. At a minimum, at least five working days notice shall be given to User Council members before a meeting. If urgent circumstances dictate, the Chair may call a non-scheduled meeting.

§ 5. Meetings may be attended in person or by teleconference to facilitate statewide participation.

§ 5.1. Unless excused in advance by the Chair, User Council members are required to attend at least nine of the twelve-monthly meetings in a calendar year. Unexcused absence from three meetings, in any calendar year, may be cause for removal from a

User Council seat. A vote of a majority of User Council members in favor of removal is required to remove a member.

§ 5.2 The primary or alternate member, whomever attends, is responsible for keeping the other member(s) fully informed of issues discussed at all meetings should the other member(s) not be able to attend.

§ 5.3 Alternate members are encouraged to attend meetings regardless of whether the primary member attends. However, attendance at meetings by either the primary or alternate member satisfies the attendance requirement.

§ 6. A quorum shall exist when one-half plus one of current primary members are physically present or participating via teleconference. The alternate member shall be counted if the primary member is unable to attend.

§ 7. Only the twelve primary members or their alternates shall have voting authority on matters presented for adoption, and for recommendation to the Executive Council. Matters brought before the User Council may be approved by a simple majority of those members in attendance at any scheduled meeting, during which a quorum exists.

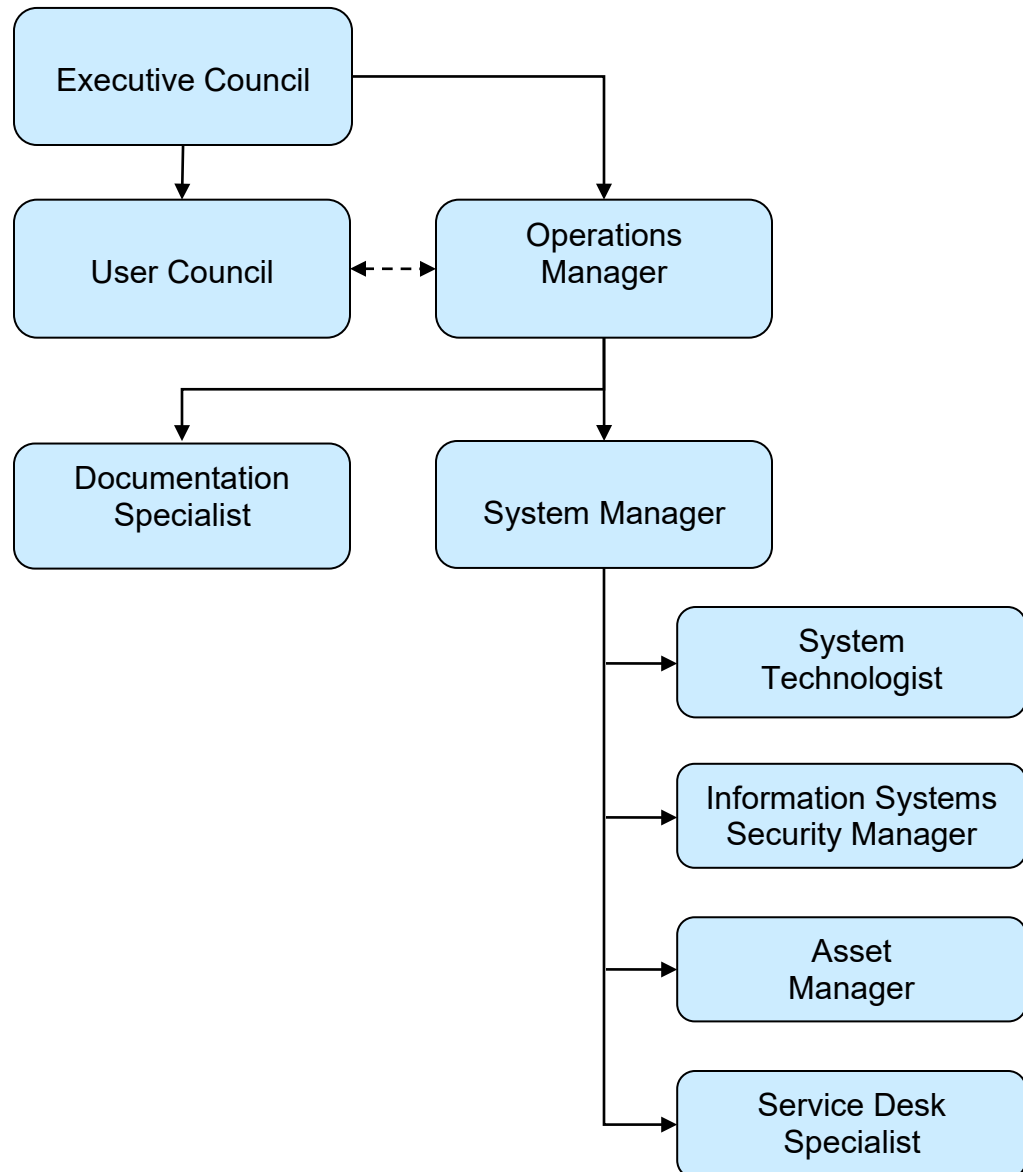
## **Article 7 Additional Considerations**

§ 1. This document will require amendments over time. No later than six months after approval of the Charter by the Executive Council, and at any such time as determined by the User Council or Executive Council, the User Council shall review the Charter and consider changes that will enhance the effectiveness and efficiency of User Council deliberation and functions.

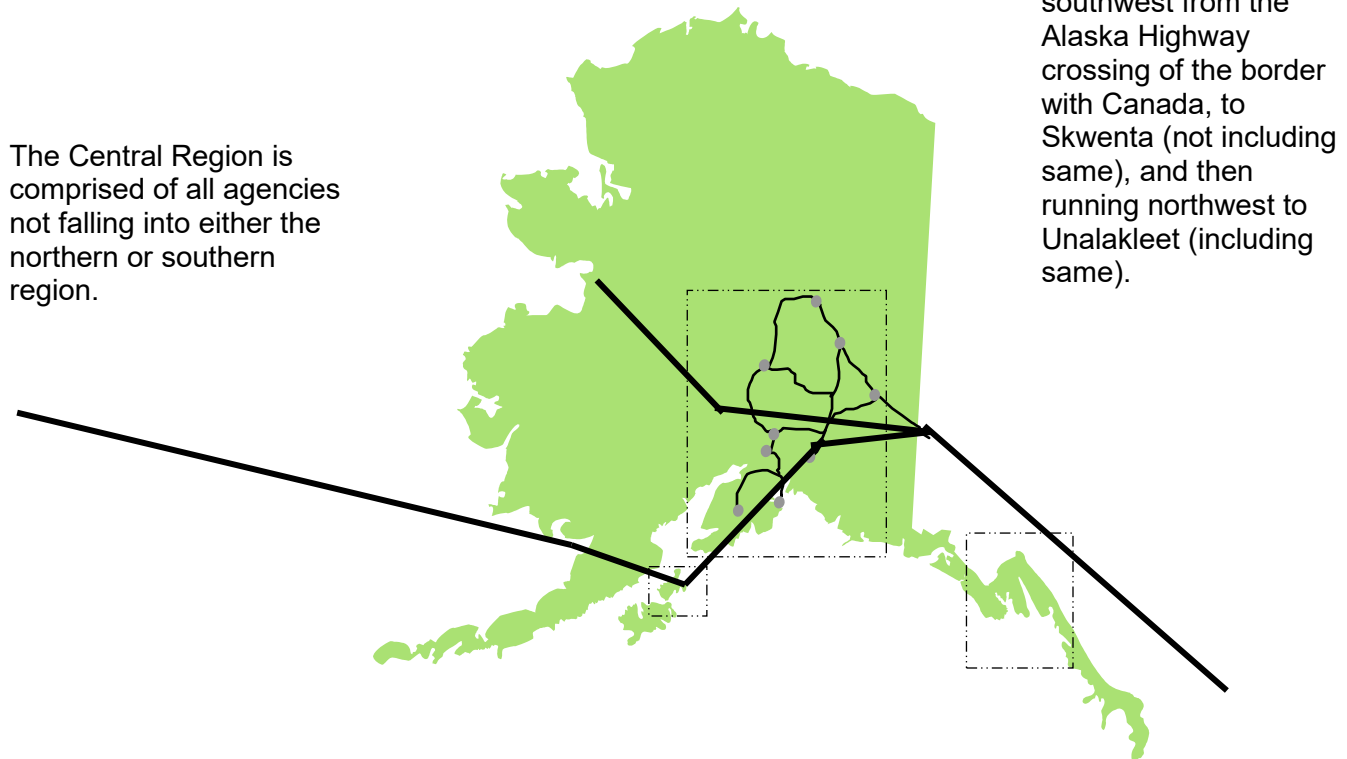
§ 2. The User Council shall develop a reporting system to meet various System reporting requirements. The reporting system will encompass: 1) requirements that arise from federal, state and local laws and regulations; 2) policies of the User Council; 3) contracts and agreements; and 4) policies and decisions of the Executive Council. Areas of reporting, as determined by the User Council, may include management, budgeting, administration, finance, communications, outreach, and other areas as deemed appropriate and necessary.



## Appendix A ALMR Operations Management Organization



## Appendix B ALMR Geographic Regions



**NOTE:** Although the geographic regions extended across the State of Alaska, ALMR is mainly located along the major road systems.