



# KEY FACTORS FOR SUCCESSFUL IMPLEMENTATION OF SEISMIC MITIGATION FOR SCHOOLS\*

## Identification, Funding, Staffing & Project Implementation

By

Gary Carver & Laura Kelly

Alaska Seismic Hazards Safety Commission

School Committee

Sept., 2007

### SPECIAL CREDIT TO

#### KEY KODIAK ISLAND BOROUGH STAFF:

- Charles (Bud) Cassidy, former Borough Engineer
- Ken Smith, PE, Acting Project Manager/Inspector
- Robert Tucker, Director of Maintenance, KIBSD

#### KEY CONSULTANTS:

- William Lettis & Associates, William (Bill) Lettis
- G&E Engineering Systems Inc, John Eiding
- Goettel & Associates, Ken Goettel

\*As Learned from the Kodiak Island Borough Seismic Vulnerability Assessment and Mitigation Projects

-Reports publicly available at <http://www.kodiak.k12.ak.us/projects/index.html>

# Identification, Funding, Staffing & Project Implementation

- IDENTIFICATION
  - Recognition of Problem
  - Identification of Structures at Risk
  - Prioritization of Mitigation
  - Final Determination of Remediation Projects

# Identification, Funding, Staffing & Project Implementation

- **FUNDING**
  - Federal
  - State
  - Local
  - Private

# Identification, Funding, Staffing & Project Implementation

- **STAFFING**
  - Local Government
  - Municipal/School Building Managers
  - Private Contract

# Identification, Funding, Staffing & Project Implementation

- **PROJECT IMPLEMENTATION**
  - Seismic Only
  - Combined with other Upgrades
  - Phased/Unphased
  - Unanticipated Issues

## IDENTIFICATION

- *Recognition of Problem*
- Identification of Structures at Risk
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## Recognition of Problem

- Grassroots
  - » Parents of children in buildings
  - » Teachers working in unsafe buildings
  - » Upper grade level students
- Parent Teacher Associations
- Informed Citizens
- Professionals
  - » Geologists/Seismologists
  - » Engineers
  - » Facility Managers
- Local Government
  - » Owners/managers of buildings
  - » Superintendent & School Administrators
- Plan Set Review
- Damaging Earthquake Events



INFORMATION RELEASE  
**ALASKA EARTHQUAKE INFORMATION CENTER**



December 6, 1999  
3:31 pm

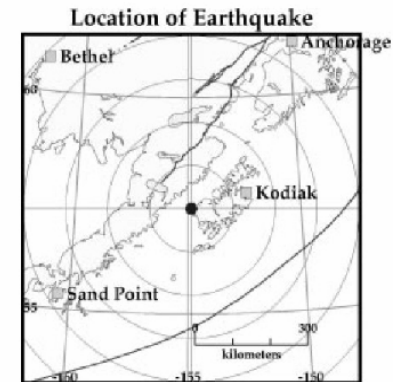
The Alaska Earthquake Information Center located a strong earthquake that occurred on Monday, December 6th at 2:12 PM AKST in the Kodiak Island region of Alaska. This earthquake had a preliminary magnitude of 6.8 and was located at a depth of about 22 miles (35 km). The magnitude and location may change slightly as additional data are received and processed. This event was felt strongly in Kodiak, Old Harbor, and surrounding communities. Reports of minor damage have been received so far, with power and phone outages in Kodiak. Felt reports were received from as far away as Fairbanks.

Distance to nearby locations:

29 km ( 18 miles) WSW of Karluk  
55 km ( 34 miles) WSW of Larsen Bay  
97 km ( 61 miles) WNW of Old Harbor  
128 km ( 80 miles) WSW of Port Lions  
151 km ( 94 miles) WSW of Ouzinkie  
152 km ( 95 miles) WSW of Kodiak  
162 km ( 101 miles) E of Pilot Point  
171 km ( 107 miles) ESE of Egegik

Preliminary earthquake parameters:

Origin Time (UT): 991206 23:12:34  
Latitude: 57° N 26'  
Longitude: 154° W 52'  
Depth: 35 km  
Magnitude: ML 6.8



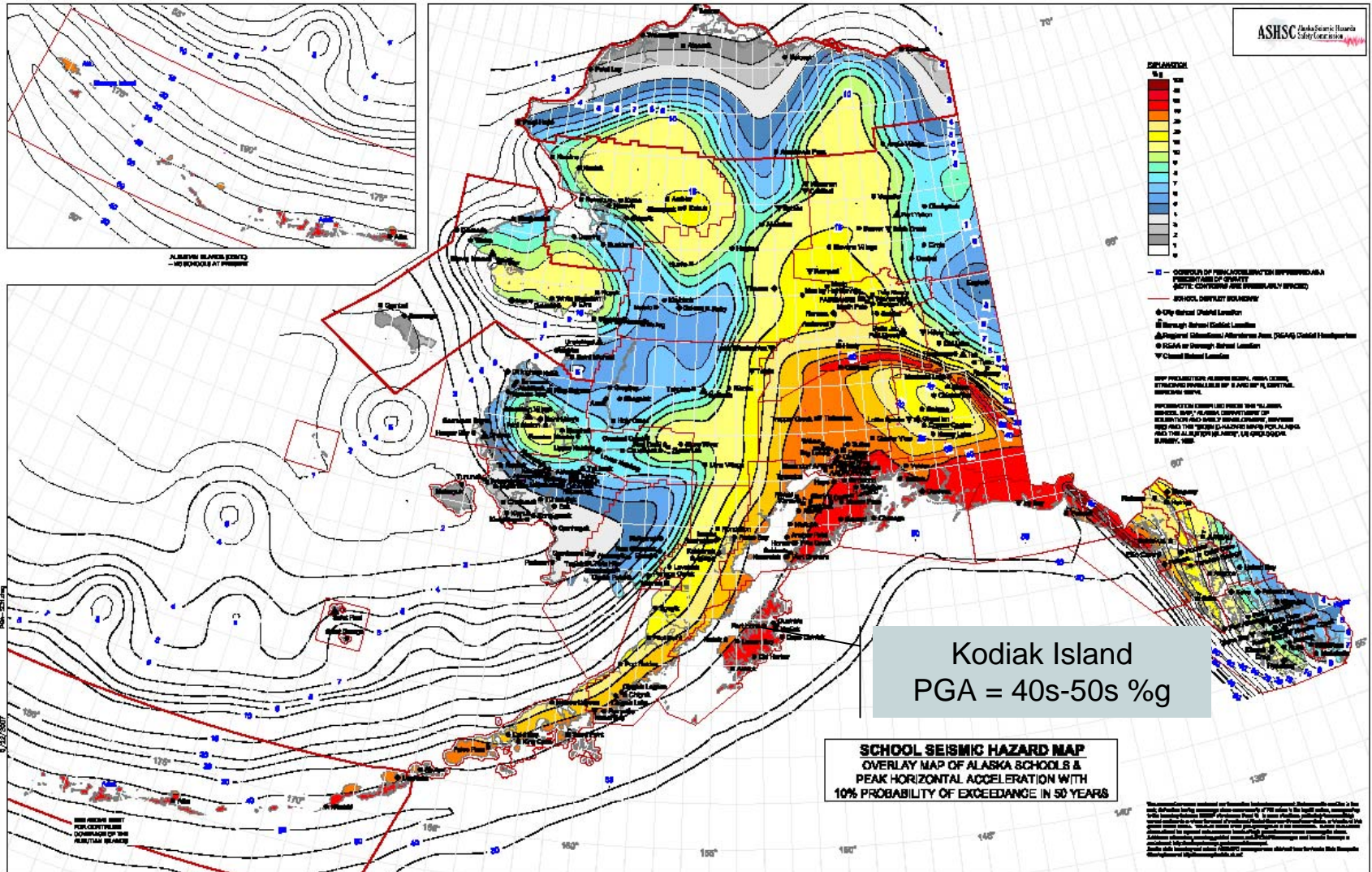
Circles are 111 km (70 miles) apart.

The location and magnitude for this earthquake may be updated as data from additional seismic stations are received. The Alaska Earthquake Information Center will continue to gather data and may issue additional releases as appropriate. With any moderate or large earthquake, aftershocks should be expected to occur.

**IDENTIFICATION**

- Recognition of Problem
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(2000 IBC Seismic Risk/ Peak Ground Acceleration)



# Preliminary Identification of Structures at Risk

- General Knowledge
  - Level of Seismicity
  - Age/type of structures
  - Prior/scheduled renovations
  - Building configuration/Number of stories/Square footage
  - Student Body Size
  - Other Uses (Emergency Shelter?)
    - » Life Safety
    - » Immediate Occupancy

## IDENTIFICATION

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## Determination of Identification Strategy

### Rapid Visual Screening

- Geologic Hazards
- Building Information
- Age
- Type (15 types/ combinations)
- Materials
- Lateral Force Resisting System
- Layout
- Non-Structural Concerns
- Falling Hazards
- Emergency Utility Services
- Occupancy

### ASCE Tier 1 Screening

- Building Description (size, materials, age, layout, structural composition)
- Site Visit, As-Built Drawing Verification
- Level of Performance Determination
- Level of Seismicity
- Building Type
- Benchmark Evaluation for Bldg. Type
- Basic Structural Evaluation
- Supplemental Evaluation Based On Bldg. Type
- Geologic Site Hazards & Foundation Evaluation
- Basic Nonstructural Evaluation
- Intermediate Nonstructural Evaluation

### Other

- **Structural**
  - Fragility & Damage State Curves
- **Non-Structural**
  - Within the Building Envelope Exits, Fuel Systems, Ceiling Tiles, Books, Computers, etc.
  - Geologic Investigation
    - Ground Motion
    - Tsunami
    - Active Faults
    - Liquefaction
    - Landslide
    - Differential Settlement
  - Geotechnical
    - Site Soils
    - Groundwater Table
    - Slope Stability
    - Foundations

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- Geologic Investigation of Seismic Hazards

## Village Schools Hazard Summary

KIB School	475-yr PGA (g)	Fault Rupture	Liquefac- tion	Tsunami	Landslide	Differential Settlement
Chiniak	0.65	Very Low	Very Low	Very Low	Very Low	Very Low
Old Harbor Gym	0.52	Very Low	Low	High	High	Moderate
Old Harbor Classrooms	0.52	Very Low	Low	Low	High	Moderate
Akhiok	0.47	Very Low	Low	Low	Very Low	Low
Karluk	0.25	Very Low	Low	Very Low	Very Low	Low
Larsen Bay	0.25	Very Low	Very Low	Very Low	Very Low	High
Port Lions	0.28	Very Low	Very Low	Very Low	Very Low	Very Low
Ouzinkie	0.32	Very Low	Very Low	Very Low	Very Low	Very Low

Note: Until 2000 IBC Code change, PGA was 0.40g and no value exceeding 0.56g appears on the IBC Maps

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**Fragility Curves/Damage State Analysis**

**475 Year Large Local Earthquake, PGA ≈ 0.47g**

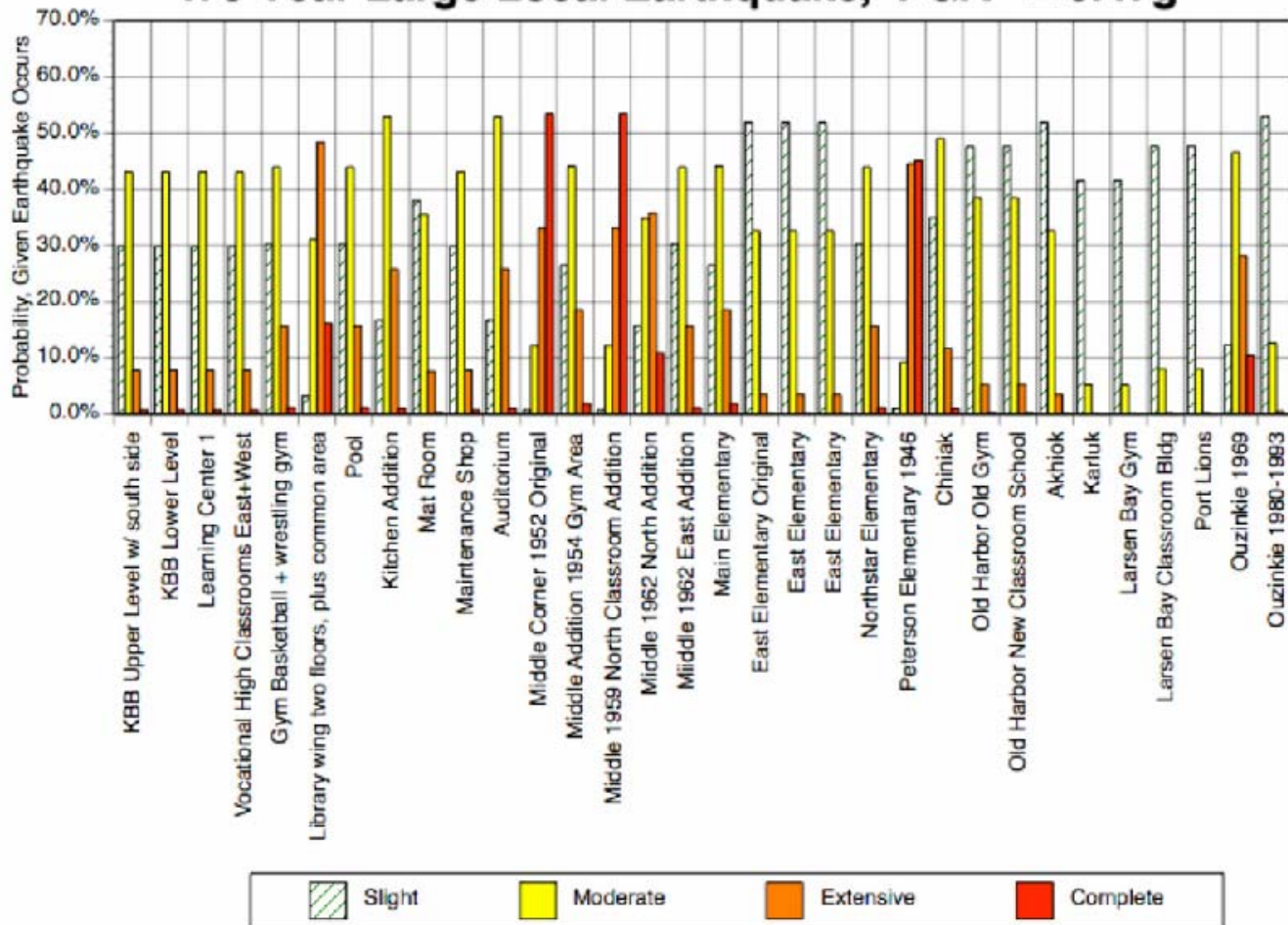
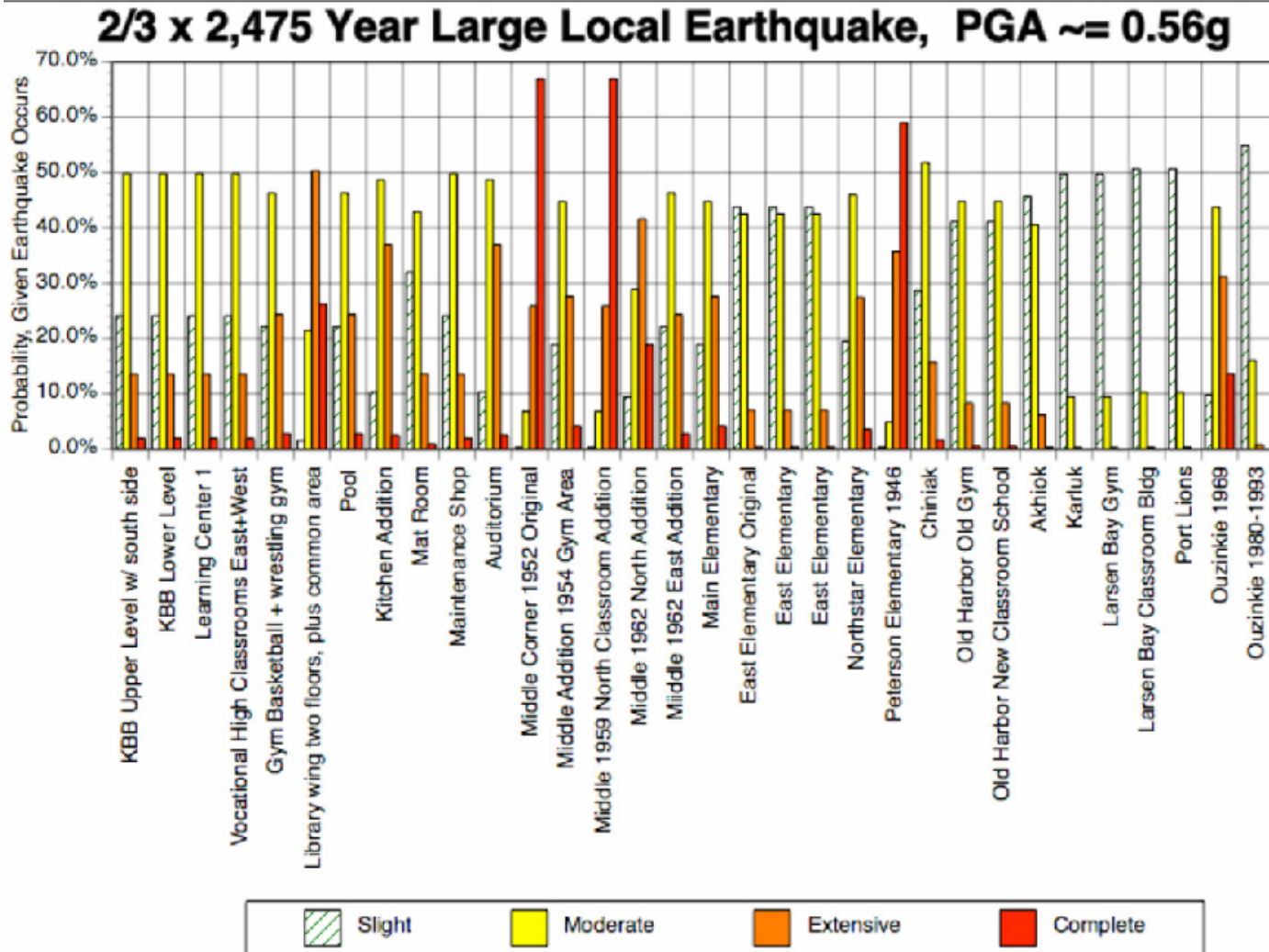


Figure 5-3. Building Performance: 475 Year Scenario Earthquake

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Fragility Curves/Damage State Analysis



- **IDENTIFICATION**

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- **Prioritization of Mitigation**

- Risk
  - » Further Geologic Site Hazard Evaluation
  - » Full-Building Evaluation
- Cost
  - » RS Means
  - » Average Local Cost
  - » Professional
- Benefit/Cost Analysis
  - » Value of Existing Buildings
  - » # occupants/#days/#hrs per day
  - » FEMA Software

- Risk

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## Life Safety Risk

Hazard	Deaths per 1,000,000 people	Statistical Average Deaths Per Year
Vehicle Accident	186	
Middle School	469	0.100
Peterson School	400	0.021
Ouzinkie School	293	0.010
KHS Library	238	0.053
KHS Gym	30	0.001

## Life Safety Risk

Hazard	US Deaths per Year	Deaths per 1,000,000 people	Middle school (old wings) Earthquake Life Safety Risk	
Tornado	44	0.18	School day occupancy	213
Lightning	90	0.36	Statistical Deaths per Year	0.0998
Flood	97	0.39	Deaths per 1,000,000	469
Assault by knife	2,074	8	About 2.5 times vehicle death rate	
Fire	3,380	14		
Assault by firearm	11,829	47		
Falls	16,257	65		
Vehicle Accident	46,466	186		

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- **Benefit / Cost Ratio (FEMA Benefit Cost Toolkit 2.0, 2005)**

## Key Findings

School	Cost	Benefits	BCR
Middle	\$1,192,000	\$8,010,000	6.72
Ouzinkie	\$149,000	\$975,000	7.55
Peterson	\$509,000	\$1,862,000	3.66
HS Library	\$465,000	\$4,453,000	9.59
HS Gym	\$410,000	\$417,000	1.02
Non-Structural	\$363,000	-	
<b>Total</b>	<b>\$3,088,000</b>	<b>\$15,717,000</b>	<b>5.09</b>

**BENEFITS =  
Reduction in  
losses due to  
damage,  
casualties, &  
economic impacts**

**NOTE:**  
FEMA does  
not fund  
projects with  
a BCR<1.0



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- **Final Determination of Remediation Projects**

- Federal
  - » FEMA Guidelines
  - » Funding/Lending Rules
- State Government
- Local Government
- Professionals
- Advisory Boards
- Owners of Buildings
- School Board
- Occupants (Teachers, Students)
- Parents
- Voters
- Others
  - Emergency Responders, Planners, (You), etc.

**REMEMBER:**  
Public Schools are  
Public Buildings

School	Cost	Benefits	BCR
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# Identification, **Funding**, Staffing & Project Implementation

## • Federal

- FEMA Hazard Mitigation Grant Program (HMGP) – Post Disaster

Federal HMGP funds made available following a disaster can provide a federal share of up to 75% of the costs of an approved project. The remaining 25% must be met through non-federal funds such as local government funds, community development block grants, etc.

- FEMA Pre-Disaster Mitigation Program (PDM)
  - » Mitigation planning: \$1M cap on Federal share, not to exceed 3 years
  - » Mitigation projects: \$3M cap on Federal share, not to exceed 3 years
  - » Information dissemination activities not to exceed 10%, must directly relate to planning or project sub-application
  - » Applicant management costs not to exceed 10%
  - » Sub-applicant management costs not to exceed 5%
- US Senators
- US Representatives

## • State

- School Facilities Capital Improvement Project Grant (Dept. of Education)
- State Capital Projects
  - » State Senators
  - » State Representatives
- Governor

## • Local

- Bonds
- Maintenance
- Special Capital Projects/Special Funds (Sale of Shuyak Island)
- General Fund (Mill Rate/Property Taxes/Severance Taxes/Intergovernmental Sources)
- Local Government Representatives
- Local Government Employees

## • Private (In-Kind Donations)

- Services
- Materials/Supplies
- Benefactors

# Identification, Funding, Staffing & Project Implementation

*Contract FY 2008 - 06*

Project Title:	Earthquake Evaluation Study			Project Number: 09002				
Project Description:	Evaluate school facilities' ability to withstand strong ground motion							
Expenditure Category	Estimated	Prior Years	Project					
	Total Cost	Expenditures	Balance	2006-07	2007-08	2008-09	2009-10	2010-11
Admin	\$ 100,000	\$ 93,519	\$ 6,481	\$ -	\$ -	\$ -	\$ -	\$ -
Equipment	-	1,384	(1,384)	-	-	-	-	-
Engineering Services	400,000	169,465	230,535	217,945	-	-	-	-
Other	-	17,687	(17,687)	-	-	-	-	-
<b>Totals</b>	<b>\$ 500,000</b>	<b>\$ 262,055</b>	<b>\$ 217,945</b>	<b>\$ 217,945</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ -</b>
Cost Beyond 5-year program:	None							
Source of Funding:	2004A Bond Issue							
Operating Budget Effect:	None							

**\$500,000 Bond Project to Evaluate 13 Schools Cost \$282,000**

**FEMA PDM Grant Provided \$938,632**

**Alaska Division of Homeland Security and Emergency Management Hazard Mitigation Grant Program Project Application**

Applicant Kodiak Island Borough  
 Project Location 821 Mill Bay Road Kodiak, Alaska  
 (street, city, borough, and state)  
 Project Title (descriptive) KHS Library Wing Seismic Retrofit Project  
 Estimated Project Cost (total) \$478,116



**DEPT OF MILITARY AND VETERANS AFFAIRS  
 DIVISION OF HOMELAND SECURITY  
 AND EMERGENCY MANAGEMENT**  
 Obligating Award Document for  
**2006 PreDisaster Mitigation Competitive, Planning Activities Grant**  
 Pre-Disaster Mitigation Grant  
**US DEPT OF HOMELAND SECURITY  
 Federal Emergency Management Agency**  
 2006 Federal Grant No. FDMG-10 AK-2005 CFDA No. 47.017

1. Agreement No. 06PDM-GR3401E	2. Recipient Kodiak Island Borough	3. Award <input checked="" type="checkbox"/> Amendment <input type="checkbox"/> Amendment # _____	4. Employer Tax ID # 92-0030845
5. Recipient Address Kodiak Island Borough 712 Mill Bay Road Kodiak, AK 99615		6. Issuing Office and Address Department of Military and Veterans Affairs Division of Homeland Security and Emergency Management P.O. Box 5790 Fort Richardson, Alaska 99505-5750 www.ak.gov/dhs/em/comp/grants.htm	
7. Effective Date of This Action June 1, 2007		8. DHS&EM Project Manager: R. Scott Simmons Phone: 907-428-7016 Fax: 907-428-7009 Email: Scott.Simmons@alaska.gov	
9. Method of Payment: <b>Electronic</b>			
10. Grant Award and Terms and Conditions: (see attached Grant Terms and Conditions) Total Awarded Amount: \$1,251,510.00 Federal Share: \$938,632.00 Local Match: \$312,877.80			
Project Budget Details are funding allocations, and are not to be construed as expenditure authorizations or approvals. Grant program guidelines and Federal, State, and local contracting and procurement compliance requirements apply. For State Use Only: CC # 09296301			
11. Grant Requirements, Assurances and Agreements: (see attached Grant Requirements, Assurances and Agreements) The acceptance of a grant from the United States creates a legal duty on the part of the grantee to use the funds or property made available in accordance with the conditions of the grant. (GAC Accounting Principles and Standards for Federal Agencies, Chapter 2, Section 16.0.6)			
12. Special Conditions: Grant funds cannot be expended until these conditions have been met.			
Return Completed and Signed Contract Sheet			
13. Recipient is required to sign and return one (1) copy of this document with the terms and conditions to the Issuing Address in block 6, within 30 days from the date in block 11.			
14. Signature of Jurisdiction Project Manager <i>Walle Koning</i> Printed Name: Walle Koning		Date: 6-29-07 Phone: 907-486-9340 Fax: 907-486-9304 Email: wkoning@kib.co.kodiak.ak.us	
15. Signature of Jurisdiction Chief Financial Officer <i>Karleton Short</i> Printed Name: Karleton Short		Date: 7-2-07 Phone: 907-486-9320 Fax: 907-486-9399 Email: kshort@kib.co.kodiak.ak.us	
16. Signature of Jurisdiction Signatory Official <i>Rick Gifford</i> Printed Name and Title: Rick Gifford, Manager		Date: 7/6/07 Phone: 907-486-2300 Fax: 907-486-9374 Email: rgifford@kib.co.kodiak.ak.us	
17. DHS&EM Signatory Official (Name and Title) John W. Madden, Director		Date: 6/29/2007	

# Identification, Funding, **Staffing** & Project Implementation

## STAFFING

- **Local Government**
  - Credentials
  - Time Commitment
  - Specialized Hire Considerations
  - Points of Contact
    - » Finance
    - » Blueprints (digital?)
    - » Building Access
    - » Public Meetings & Outreach
    - » Project Management (Identification, Mitigation Grants, Construction)
- **Municipal/School Building Managers**
  - Engineers (Large Districts)
  - Architects (Large Districts)
  - Finance
  - Maintenance
- **Private Contract**
  - Evaluation
    - » Geologic
    - » Geotechnical
    - » Structural
  - Grant Application
  - Design
  - Construction
  - Inspection

# Identification, Funding, **Staffing** & Project Implementation

ITEM NO. 12.A

## PROJECT IMPLEMENTATION

- **Seismic Only**
- **Combined**
  - Maintenance Upgrade (Roof, Mechanical, Electrical)
  - Energy Efficiency
  - Expansion
- **Phased/Unphased**
- **Unanticipated Issues**
  - Existing Conditions
    - » Lead (paint, plumbing, etc.)
    - » Asbestos (flooring, insulation, roofing, etc.)
    - » Non-Code Compliant Electric, Plumbing, Fire, Fuel/Heat
    - » Unknown Existing Conditions (Structural/Non-Structural)
  - Funding Difficulties
    - » Long Stretches of Time between Identification & Construction
    - » Multiple Agencies
    - » Rising Construction Costs
    - » Unaccounted Local Cost Factors

Kodiak Island Borough

### AGENDA STATEMENT

Meeting of: September 21, 2006

Contract No. FY 2007- 11

RFP# 1 Architectural and Engineering Services for KMS Seismic Upgrade, KHS Library Seismic Upgrade, KHS Gym Seismic Upgrade, KHS/KMS Complex IRMA Roof Upgrade, KHS Learning Center, KHS Exterior Insulation and Window Replacement, KHS Vocational Center Renovation & KHS Pool Reclamation.

#### **THIS AGENDA ITEM WAS POSTPONED FROM THE LAST MEETING.**

Kodiak Island 3.16.020 "Limitation on Manager's Authority" states that a contract exceeding \$25,000 requires Assembly approval.

The Architectural/Engineering Review Board (ARB), through an RFP process, has selected the firm of Jensen Yorba Lott Inc. of Juneau, Alaska to perform the Services specified in RFP# 1.

Funds are in place through voter approved Bonds in the amount of \$7,141,648 to accomplish the KHS/KMS Complex IRMA Roof Upgrade, Renovation of the KHS Learning Center, KHS Insulation and Window Replacement, and the KHS Voc-Ed Renovation and Pool Reclamation Projects. The Legislature approved \$910,000 for Seismic Upgrades. Grant funds are also pending from FEMA in the amount of \$1,000,000 for a PDM-C grant to fund the KMS Seismic Upgrade and \$478,000 from an Alaska HMGP award to fund the KHS Library Seismic Upgrade.

The Borough Engineering and Facilities Department's Bond Projects Office has negotiated an AIA Standard Form of Agreement Between Owner and Architect for Architectural and Engineering Services in the amount of \$733,484 for the above work with an estimated Total Value of \$9,268,000.

The Borough Engineering and Facilities Department recommends awarding the A&E Design Services contract to Jensen Yorba Lott Inc.

FISCAL NOTES	ACCOUNT NO. 420 515 452 140 05013 5, 420 515 452 140 05014 5, 420 500 452 140 05015 5, 420 515 452 140 05017 5, 410 523 452 140 05022 4
<input type="checkbox"/> N/A	Expenditure \$ 733,484.00      Amount

#### APPROVAL FOR AGENDA:

Manager



**RECOMMENDED MOTION:** Move to authorize the manager to execute Contract No. FY 2007-11 to Jensen Yorba Lott of Juneau, Alaska in an amount not to exceed \$733,484.00.

# Identification, Funding, Staffing & Project Implementation

Item No. **3.B**

## PROJECT IMPLEMENTATION

- **Seismic Only**
- **Combined**
  - Maintenance Upgrade (Roof, Mechanical, Electrical)
  - Energy Efficiency
  - Expansion
- **Phased/Unphased**
- **Unanticipated Issues**
  - Existing Conditions
    - » Lead (paint, plumbing, etc.)
    - » Asbestos (flooring, insulation, roofing, etc.)
    - » Non-Code Compliant Electric, Plumbing, Fire, Fuel/Heat
    - » Unknown Existing Conditions (Structural/Non-Structural)
  - Funding Difficulties
    - » Long Stretches of Time between Identification & Construction
    - » Multiple Agencies
    - » Rising Construction Costs
    - » Unaccounted Local Cost Factors

Kodiak Island Borough

### AGENDA STATEMENT

Special Meeting of June 26, 2007

Contract No. FY2007-50

Authorizing the Manager to Execute Contract No. FY2008-01 for Phase I of the Seismic Upgrades to the Kodiak Middle School.

Kodiak Island 3.16.020 "Limitation on Manager's Authority" states that a contract exceeding \$25,000 requires Assembly approval.

This Contract is for work at the Kodiak Middle School shown on the construction documents prepared by Jensen Yorba Lott, Inc. titled "Kodiak Middle School Seismic Upgrade", dated April 27, 2007, and includes structural, mechanical, electrical, and architectural work. The construction documents, bid documents and associated addendum are available for review on the KIB website. The work will be phased over two (2) years.

The Project is funded in part by monies from a FEMA PDM-c Grant; Bond Projects for Floor Covering Replacement and KHS/KMS Roof Upgrade; and Legislative funds. Additional funding sources are to be identified.

Bids received in response to KIB's Invitation to Bid dated April 2007 are:

	Base Bid Phase 1	Alt Bid 1 Phase 2	Total
Brechan Enterprises	\$2,340,000	\$3,175,000	\$5,515,000
F & W Construction	\$2,469,667	\$3,011,917	\$5,481,584
Engineers Estimate			\$3,465,000
% Difference			58% Over

The E/F Department has reviewed the bids and, as both bids received are substantially higher than the engineers estimate, recommends that a Contract for Seismic Upgrades at the Kodiak Middle School be awarded to Brechan Enterprises, Inc. in an amount not to exceed \$2,340,000 for Phase 1 work only. Phase 2 is to be re-bid at a later date.

Fiscal Notes:	<input type="checkbox"/> n/a	Acct No. 420 515 452 150 05014 6 410 523 452 150 05022 5 410 531 452 150 07015 6
Expenditure Required: \$	<input type="checkbox"/> n/a	Amount Budgeted: <input type="checkbox"/> n/a

APPROVAL FOR AGENDA:



**Recommended motion:** Move to authorize the manager to execute Contract No. FY2007-50 with Brechan Enterprises, Inc of Kodiak in an amount not to exceed \$2,340,000.

# KEY FACTORS FOR SUCCESSFUL IMPLEMENTATION OF SEISMIC MITIGATION FOR SCHOOLS\*

Identification	1999-2005	New 2000 IBC, new local faults identified. Oct. 2002 – USCG blueprint w/ fatal design flaw for Peterson El. identified by Structural Engineer.
Funding	2004-present	2004 - 1 <sup>ST</sup> Bond for Vulnerability Study (passed by only 11 votes) 2006 - PDM Application made, Rec'd 06/2007 2006 - State Legislature approves \$910,000
Staffing	2005-present	(4 consultants hired, 1 presently retained, 1 new Borough Employee hired)
Project Implementation	2006-present	09/2006 A/E firm hired for final engineering/drawings 06/2007 1 <sup>st</sup> Construction Contract

\*As Learned from the Kodiak Island Borough Seismic Vulnerability Assessment and Mitigation Projects

-Reports publicly available at <http://www.kodiak.k12.ak.us/projects/index.html>

-Other publicly available information for budgets, contracts, etc. at <http://www.kodiakak.us/> or <http://records.kodiakak.us/>