

**System Name: Skokie Police/Fire Communications Center (Lincolnwood)****Case # 16-C-169****Date Filed: 2/28/17****Department Review of Consolidation**

(For consolidation of an unserved county with an existing 9-1-1 authority and the creation of a Joint ETSB or consolidation of either paper ETSBs or multiple ETSBs resulting in the creation of a Joint ETSB and consolidation of individual PSAPs)

Requirement	Information Included	Staff Comment
<b>Contact and 9-1-1 System information</b>	Yes <input type="checkbox"/> No <input type="checkbox"/>	Skokie Police/Fire Communications Center John Barkhoo 7300 Niles Center Rd. Skokie, IL 6007 847-982-5904 John.barkhoo@skokie.org
<b>Verification</b>	Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>	
<b>Letter of Intent</b>	Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>	
<b>Plan Narrative (if incorporating an NG9-1-1 solution, narrative must include the following: )</b>	Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>	<p>As proposed in the Plan Narrative, the Village of Lincolnwood is closing its PSAP and has signed a contract for dispatch agreement with the Skokie Police/Fire Communications Center to provide dispatch services for their Village.</p> <p>The Village of Skokie is considered a Qualified Governmental Entity as the Village never passed a referendum for a local wireline 9-1-1 surcharge. The Village of Lincolnwood however, passed a referendum to implement a \$1.00 9-1-1 surcharge which is administered by the Lincolnwood ETSB.</p> <p>The Village of Skokie intends to remain a Qualified Governmental Entity and has chosen not to create a Joint ETSB with Lincolnwood. There is no signed IGA consolidating the Skokie and Lincolnwood 9-1-1 Authorities into a Joint ETSB nor did the plan include an ordinance dissolving the Lincolnwood ETSB. Skokie plans to return a proportional share of 9-1-1 surcharge to Lincolnwood instead of managing all 9-1-1 surcharge as the 9-1-1 authority.</p>

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		Also Lincolnwood PSAP previously provided back-up PSAP services to Skokie. Now that the Lincolnwood PSAP is closing, Skokie had to locate a new back-up PSAP. Skokie entered into an agreement with Northbrook to provide their back-up services.	
	Name of certified 9-1-1 system provider	Yes <input type="checkbox"/> No <input type="checkbox"/> N/A <input checked="" type="checkbox"/>	
	Explanation of the national standards, protocols and/or operating measures that will be followed	Yes <input type="checkbox"/> No <input type="checkbox"/> N/A <input checked="" type="checkbox"/>	
	Explanation of measures taken to create a robust, reliable and diverse/redundant network and whether other 9-1-1 Authorities will be sharing the equipment	Yes <input type="checkbox"/> No <input type="checkbox"/> N/A <input checked="" type="checkbox"/>	
	Explanation of how the existing 9-1-1 traditional legacy wireline, wireless and VoIP network, along with the databases, will interface and/or be transitioned into the NG9-1-1 system	Yes <input type="checkbox"/> No <input type="checkbox"/> N/A <input checked="" type="checkbox"/>	
	Explanation of how split exchanges will be handled	Yes <input type="checkbox"/> No <input type="checkbox"/> N/A <input checked="" type="checkbox"/>	
	Explanation of how the databases will be maintained and how address errors will be corrected and updated on a continuing basis	Yes <input type="checkbox"/> No <input type="checkbox"/> N/A <input checked="" type="checkbox"/>	
	Explanation of who will be responsible for updating and maintaining the data, at a minimum on a daily basis Monday through Friday	Yes <input type="checkbox"/> No <input type="checkbox"/> N/A <input checked="" type="checkbox"/>	
	Explanation of security measures placed on the IP 9-1-1 network and equipment to safeguard it from	Yes <input type="checkbox"/> No <input type="checkbox"/> N/A <input checked="" type="checkbox"/>	

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	malicious attacks or threats to the system operation and what level of confidentiality will be placed on the system in order to keep unauthorized individuals from accessing it		
<b>Financial Information</b>			
	Name of ETSB(s) that are being dissolved with Total Reserves to be transferred to the Joint ETSB	Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>	Lincolnwood Police Department Communications - \$0 Reserves
	Number of answering positions, full-time and part-time dispatchers prior to and after consolidation	Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>	7 answering positions prior to consolidation 5 answering positions after consolidation  25 full time dispatchers/call takers prior to consolidation 23 full time dispatchers/call takers after consolidation  2 part time dispatchers/call takers prior to consolidation 0 part time dispatchers/call takers after consolidation
	Total network cost prior to and after consolidation	Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>	\$78,361.68 = Total network cost of both entities prior to consolidation \$74,773.68 = Total network cost after consolidation
	Network Costs that the State will be responsible for paying	Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>	\$74,773.68 will be the total network cost the State will be responsible for paying.
	Recurring and nonrecurring consolidation cost	Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>	\$0 cost for recurring consolidation cost \$0 nonrecurring cost for consolidation
	All revenue sources for consolidated system	Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>	\$475,000
<b>Five Year Strategic Plan</b>		Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>	Referred to the Intergovernmental Agreement (IGA) for dispatch.
<b>Communities Served</b>		Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>	

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<b>Participating Agencies</b>		Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>	
<b>Adjacent Agencies</b>		Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>	
<b>Carrier Listing</b>		Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>	
<b>Attachments</b>			
	Ordinances	Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>	No Ordinances were provided dissolving the Lincolnwood ETSB.
	Intergovernmental agreement(s)	Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>	<p>The plan contained an IGA for Dispatch Services between Lincolnwood and Skokie, but did not contain an IGA creating a Joint ETSB.</p> <p>There was also an unsigned agreement which stated that Skokie will be the official 9-1-1 Authority. It requires Skokie to review all 9-1-1 surcharge revenues and remit a proportional share of 9-1-1 surcharge to Lincolnwood within 10 business days of receipt of those funds. It places the responsibility on the State to determine each party's proportional share of surcharge. Any discrepancy between the State's calculation and the State's distribution to Lincolnwood shall be resolved by Lincolnwood and the State. Skokie shall not be responsible to resolve any such disputes.</p>
	Contracts	Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>	
	Back-up PSAP agreement	Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>	Northbrook will be the back-up PSAP.
	Network Diagram	Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>	
	Call-Handling and Aid outside jurisdictional boundaries agreements	Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>	<p>Unsigned Participating Agency agreement:</p> <ul style="list-style-type: none"><li>• ISP District Chicago</li></ul> <p>Unsigned Adjacent Agency agreements:</p> <ul style="list-style-type: none"><li>• OEM Chicago Fire</li></ul>

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		<ul style="list-style-type: none"><li>• OEM Chicago Police</li><li>• ISP</li></ul>
<b>Test Plan</b>	Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>	No detail was provided in the test plan. Skokie merely stated that it was an existing system and didn't plan to complete any testing. Granted, Skokie is an existing system, however changes to the 9-1-1 network and rerouting of Lincolnwood's 9-1-1 calls will be occurring due to the consolidation. Basic testing should be completed to ensure that Lincolnwood Emergency Service Routing Numbers (ESN's) have all been rerouted to Skokie and are routing properly. Also since Skokie is changing its back-up to Northbrook, proper testing in the back-up scenario should be completed to ensure that the transition to the new back-up has occurred and is working properly.

**Conclusions:**

The Skokie Police/Fire Communication Center consolidation plan filed for the consolidation of Lincolnwood and Skokie does not meet the requirements for a consolidation plan as prescribed by Section 1324.200(c) of Illinois Admin. Code Part 1324.200 – Consolidation of 9-1-1 Emergency Systems. The plan fails to consolidate the Lincolnwood and Skokie 9-1-1 authorities and create a Joint ETSB, and is missing required portions of the plan.

Under 50 ILCS 15.4a(a)(2), in any county with a population of at least 250,000 that has more than one Emergency Telephone System Board (ETSB), Joint Emergency Telephone System Board, or qualified governmental entity, any 9-1-1 Authority serving a population of less than 25,000 shall be consolidated such that no 9-1-1 Authority in the county serves a population of less than 25,000. The Village of Lincolnwood's 9-1-1 System serves a population of 12,646 so as a result, it is required to consolidate. Lincolnwood has chosen to contract with the Village of Skokie for dispatch services whose population is 64,821. The combined population served by Lincolnwood and Skokie would be 77,467 which would satisfy the population requirement for consolidation. However, the plan merely provides a contract for dispatch, whereby Lincolnwood will combine its dispatch with Skokie and close its PSAP, but fails to consolidate the 9-1-1 Authorities of Lincolnwood and Skokie into a Joint ETSB.

The Village of Skokie operates its 9-1-1 Authority as a Qualified Governmental Entity rather than an ETSB because the Village never passed a local referendum to institute a 9-1-1 surcharge. Since there was no local surcharge, there was no requirement to establish an ETSB to manage the 9-1-1 fund. The Village of Skokie believes this has been an efficient and practical structure for the Skokie Police and Fire Departments dispatch services. Therefore, Skokie has chosen not to establish a Joint ETSB with Lincolnwood and has entered into a contract for dispatch agreement with Lincolnwood. Skokie is also allowing Lincolnwood to maintain its individual ETSB and plans to return Lincolnwood's 9-1-1 surcharge versus administering it themselves as the 9-1-1 Authority. Skokie argues that the provisions for the consolidation program set for the in 50 ILCS 750/15.4a, as well as the supporting definitions in 50 ILCS 750/2 unequivocally anticipate and specifically include Qualified Governmental Entity's as one of the operating structures to achieve consolidation.

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Upon review, the consolidation plan as filed does not comply with statutory and administrative requirements. The first IGA entered into by both parties is merely a contract for dispatch for all services. The agreement combines the dispatching responsibilities for Lincolnwood with Skokie and closes the Lincolnwood PSAP. There was a second IGA included, but it is unsigned. It provides that the Village of Skokie will be the official 9-1-1 Authority and will serve as the recipient of all 9-1-1 surcharge revenues owed to both Skokie and Lincolnwood. However, there was no ordinance passed by the Village of Lincolnwood dissolving its individual ETSB/ 9-1-1 Authority. Therefore, the Department questions whether a consolidation of 9-1-1 authorities is actually occurring and whether the Department could legally pay Lincolnwood ETSB's surcharge revenue directly to Skokie. The second IGA further states that Skokie will review all surcharge revenues attributable to both parties, and will remit to Lincolnwood its proportional share of 9-1-1 surcharge revenue within 10 business days of receipt of those funds. This financial arrangement, whereby Skokie simply acts as a pass through for surcharge, and returns all 9-1-1 revenue back to Lincolnwood appears to be in direct conflict of the Emergency Telephone System Act. Pursuant to 50 ILCS 750/35, the 9-1-1 Authority is responsible for approving all 9-1-1 expenditures. Additionally, the 9-1-1 Authority must provide a summary of how 9-1-1 surcharge money was spent in the annual AR-9-1-1 Financial Report pursuant to ILCS 750/40.

The plan attempts to address Section 750/15.4a(a)(2) by closing the Lincolnwood PSAP and combining their dispatch with the Village of Skokie's Dispatch Center so that the 9-1-1 system/PSAP serves a total population of greater than 25,000. However it fails to consolidate the 9-1-1 authorities of Lincolnwood with Skokie pursuant to 750/15.4a (a) (6):

(6) Any 9-1-1 Authority that does not have a PSAP within its jurisdiction shall be consolidated through an intergovernmental agreement with an existing 9-1-1 Authority that has a PSAP to create a Joint Emergency Telephone Board (ETSB).

The plan is also missing the following call handling agreements:

Unsigned Participating Agency agreement:

- ISP District Chicago

Unsigned Adjacent Agency agreements:

- OEM Chicago Fire
- OEM Chicago Police
- ISP

Additionally, the five year strategic plan and test plan were missing in the plan. There should be some testing by the consolidated system to ensure that 9-1-1 calls from Lincolnwood are routing appropriately from each ESN. Additionally, the system is deploying a new back-up. This system should arrange to fully test the transfer of calls to their back-up PSAP.

Based on these facts, the Department believes the Administrator should carefully review and address the following:

- 1) The IGA which makes Skokie the official 9-1-1 authority is not signed by either party.
- 2) The same unsigned IGA allows Skokie to give 9-1-1 surcharge revenue back to Lincolnwood.

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- 3) The plan did not include an ordinance dissolving the Village of Lincolnwood's ETSB. Therefore, there will be two 9-1-1 authorities for one (purported) consolidated 9-1-1 system.
- 4) The 9-1-1 authority must approve all 9-1-1 expenditures from the combined 9-1-1 surcharge revenue pursuant to ILCS 750/35 and accurately report on the AR9-1-1 financial report pursuant to ILCS 750/40, but there is no IGA consolidating the 9-1-1 authority for the consolidated system.
- 5) The structure of the Joint 9-1-1 Authority appears to be an issue. Skokie is a Qualified Governmental entity and was not required to have an ETSB since it had no wireline surcharge. However, Lincolnwood did have wireline surcharge and receives a "hold harmless" amount equivalent to their wireline surcharge which requires an ETSB pursuant to 50 ILCS 750/15.4. Since Skokie and Lincolnwood are consolidating, can they do so without creating a Joint ETSB and can the "hold harmless" amount be administered by a qualified governmental entity verses a joint ETSB?
- 6) Pursuant to 50 ILCS 750/15.4a(a)(6), a 9-1-1 authority that does not have a PSAP must consolidate through an IGA with another existing 9-1-1 authority that has a PSAP to create a Joint ETSB.

The department recommends that the following documents be provided prior to the Administrator issuing an order:

- IGA creating a Joint ETSB and identifying how the surcharge money will be handled and signed by both parties.
- Ordinance dissolving the Lincolnwood ETSB
- Completed and signed call handling agreements which were missing
- Five year strategic plan
- Test plan

**Reviewed by: Marci Elliott**

**Date: 3/20/17**