



**Update:**  
**9-1-1 Consolidation in  
Lake County**

**November 28, 2023**

# Purpose

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- **Provide background and an update on 9-1-1 consolidation efforts**
- **Inform the Committee of upcoming decisions for the next phase(s) of 9-1-1 and emergency dispatch consolidation in Lake County**
- **Receive any new direction or guidance from the Committee**

# Agenda

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- **The Problem**
- **Background**
- **Update on Lines of Effort**
  1. **Enterprise Technology Update**
  2. **Facility Update**
  3. **Agency Consolidation Update**
  4. **ETSB / JETSB Consolidation**
- **Way Ahead**
- **Discussion, Direction, and Guidance**

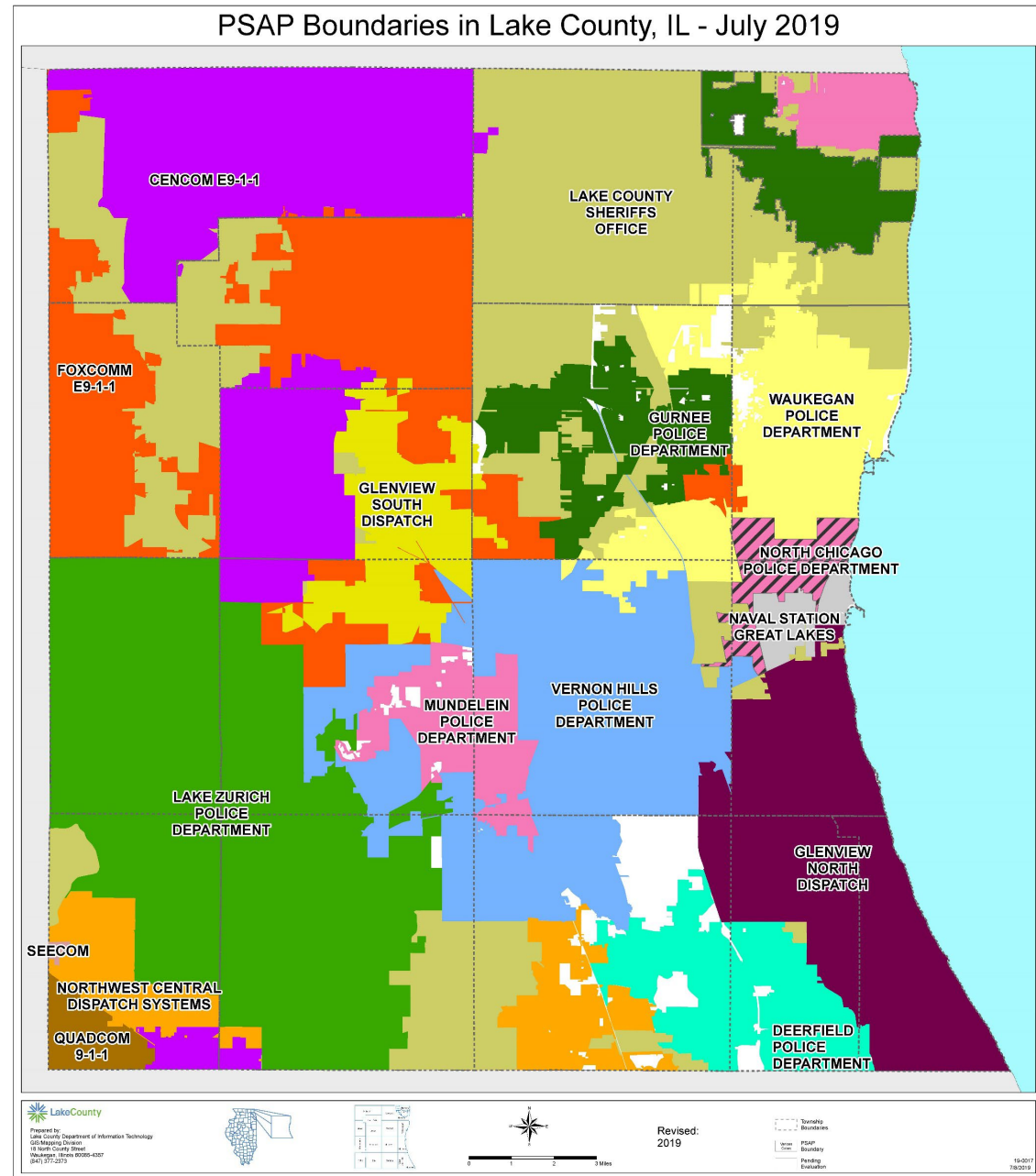
# The (1<sup>st</sup>) Problem

## 9-1-1 (PSAP\*) Boundaries

\*Public Safety Answering Point

### Problem: Call Transfers

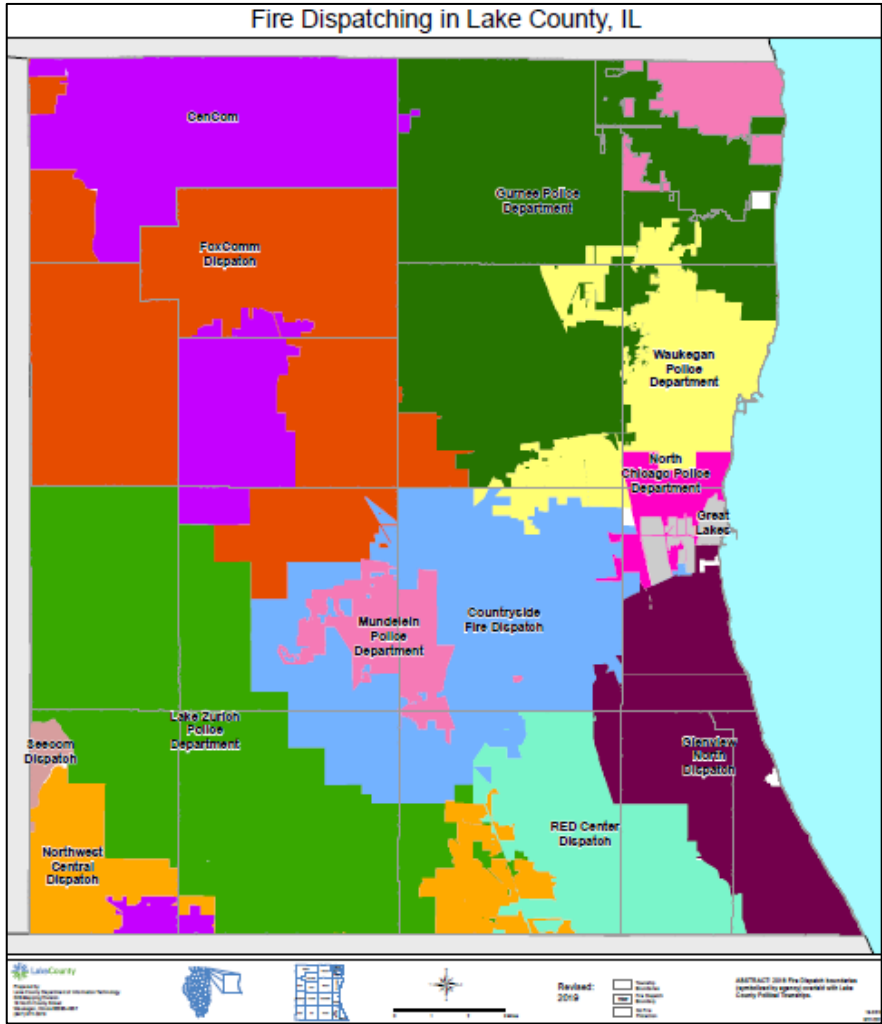
- More than 12 PSAPs serving Lake County
- Wireline 9-1-1 calls follow these boundaries
- Cellular (voice or text message) and VoIP 9-1-1 calls may not follow established boundaries



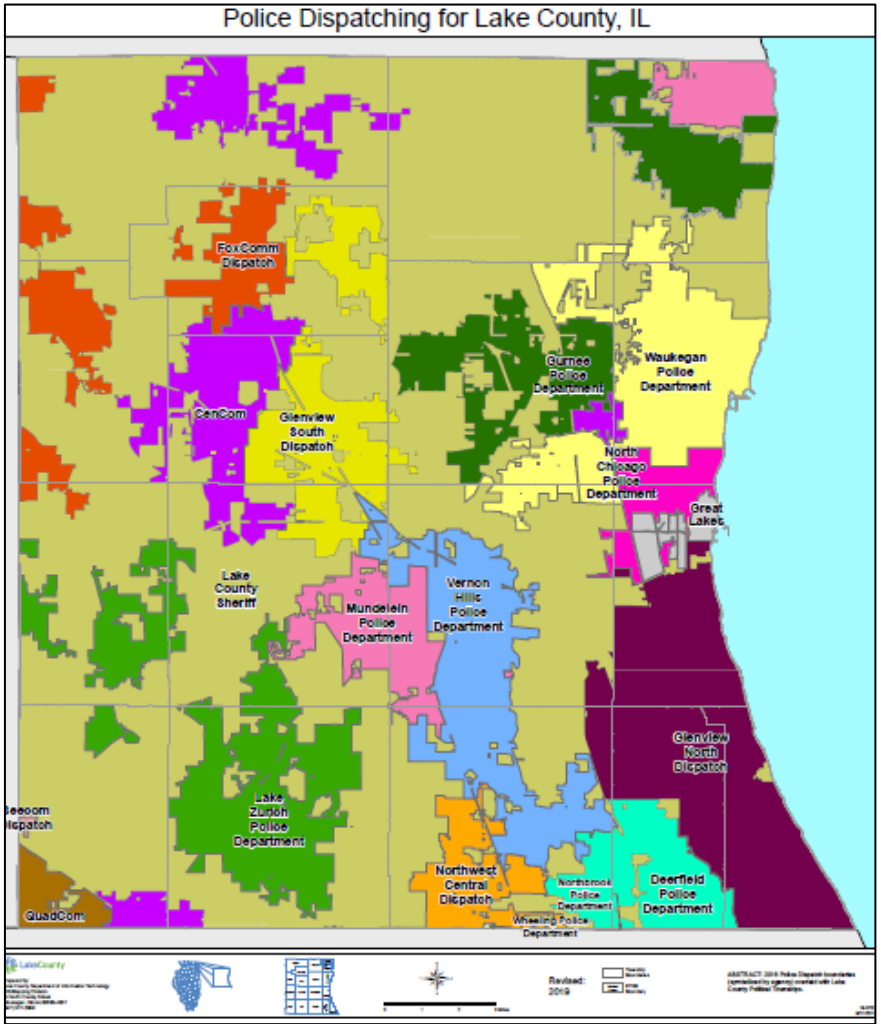
# The (2<sup>nd</sup>) Problem

## Dispatch Boundaries

**Problem: Call Transfers**



Fire / EMS Dispatch Agencies (>12)



Law Enforcement Dispatch Agencies (>12)

# Agenda

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- The Problem
- **Background**
- Update on Lines of Effort
  1. Enterprise Technology Update
  2. Facility Update
  3. Agency Consolidation Update
  4. ETSB / JETSB Consolidation
- Way Ahead
- Discussion, Direction, and Guidance



# Lake County Strategic Alignment

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- **Lake County 2017 Strategic Plan**

- “Regional Leadership - Advancing Regional 911 Consolidation”
- “Continue to advance opportunities for regional 911 consolidation”

- **Lake County 2019 Strategic Plan**

- “Regional Leadership - Advancing Regional 9-1-1 Consolidation”
- “Advance and support regional 9-1-1 consolidation. Evaluate and pursue both physical and virtual consolidation with partners.”

- **Lake County 2023 Strategic Plan**

- “Implement a consolidated public safety answering point (9-1-1) and emergency dispatch agency operating out of the Regional Operations and Communications Facility”

# 9-1-1 Consolidation Report (2013 -2017)

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- In April 2017, Lake County and the Lake County ETSB received a report they commissioned (“9-1-1 Consolidation Report”) that concluded PSAP consolidation is a mutually beneficial path for public safety entities in Lake County
- The potential benefits of PSAP consolidation include:
  - Reduced call transferring
  - Staffing improvements to provide enhanced coverage for 24/7 operations
  - More consistent and effective service delivery
  - Greater opportunities for interagency response and backup
  - Better data sharing between agencies and responders in the field
  - Enhanced interoperability and ability to share information across jurisdictions
  - Operational savings
  - Reductions in future capital investment
  - Elimination of duplicate technology systems and maintenance agreements



# Consolidation Planning Project (2018-22)

## Project Partners



Regional 911 Consolidation Public Safety Entities (PSE)
1. Barrington, Village of
2. CenCom
3. Countryside Fire Fire Protection District
4. Fox Lake, Village of (PD / FoxComm 911 Center)
5. Grayslake Fire Protection Dist
6. Greater Round Lake Fire Protection District
7. Gurnee, Village of
8. Lake County
9. Lake County ETSB
10. Lake County Sheriff's Office
11. Libertyville, Village of
12. Lincolnshire, Village of
13. Mundelein, Village of
14. North Chicago, City of
15. Northeast Lake County Consolidated JETSB (Gurnee ETSB / Zion ETSB)
16. Round Lake, Village of
17. Round Lake Beach, Village of
18. Vernon Hills , Village of
19. VHL Joint ETSB (Vernon Hills, Libertyville)
20. Wauconda Fire Protection District
21. Waukegan, City of

# Consolidation Planning Project (2018-22)

## Summary

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### September 2018:

- Intergovernmental Agreement (IGA) established the Consortium of 21 partners (Phase 1 / Implementation Plan)
- Consortium members provided funds (project funds - \$410,000)
- Governance Committees formed; project manager and consulting firm(s) hired

### December 2019:

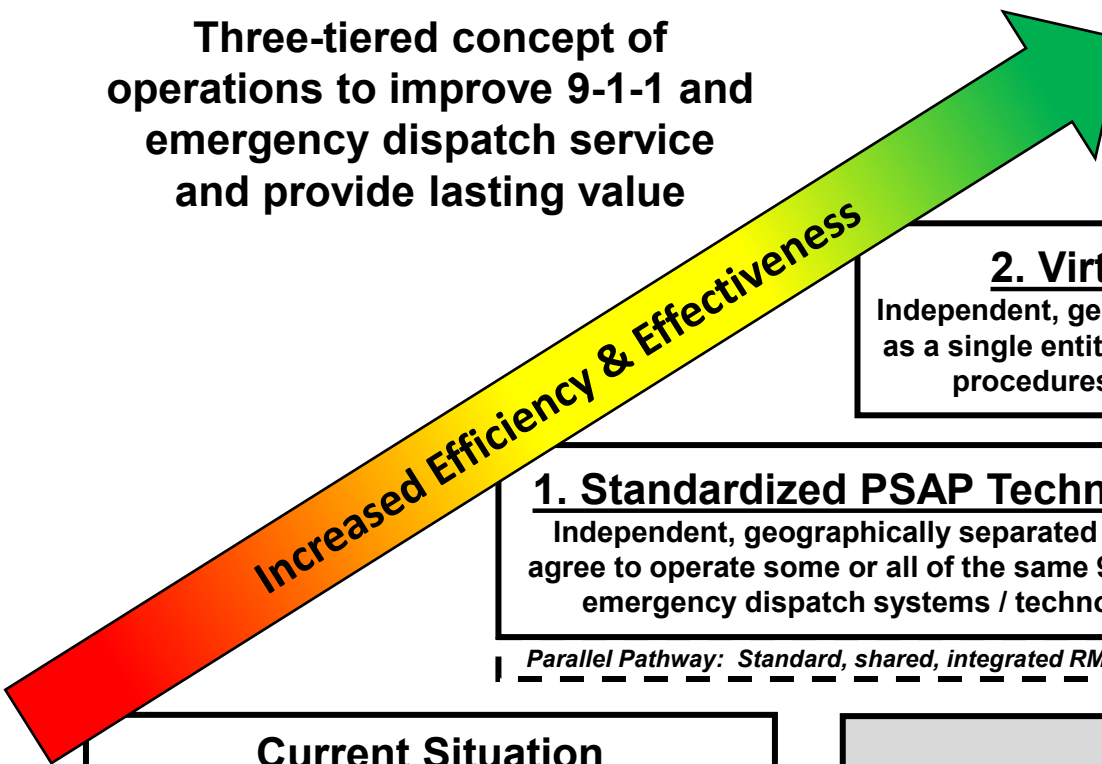
- Concept of Operations / Phase 1 Plan completed and approved by the Consortium

# Concept of Operations

## Three Tiers Defined in Dec. 6, 2019 Plan



Three-tiered concept of operations to improve 9-1-1 and emergency dispatch service and provide lasting value



**3. Full (Physical) PSAP Consolidation**  
 Decrease total number of PSAPs. Single entity or agency formed through an IGA between members that operate one (or more) physical PSAP(s)

*Could be more than one consolidated entity or agency*

**2. Virtual PSAP Consolidation**  
 Independent, geographically separated PSAPs who operate as a single entity through shared technology, policies, and procedures formalized in an IGA between PSAPs

**1. Standardized PSAP Technology**  
 Independent, geographically separated PSAPs agree to operate some or all of the same 9-1-1 and emergency dispatch systems / technology

*Parallel Pathway: Standard, shared, integrated RMS and JMS*

Individual partners decide if and when they participate in planning or execution for each tier

**Current Situation**  
 Independent, geographically separated PSAPs (8 primary, 1 secondary)

- Assessment Criteria**  
 (9-1-1 and Emergency Dispatch)
- How does each tier improve service?
    - Improve getting the right public safety resources, to the right place, with the right information, in the shortest amount of time
    - Decrease call transfers
  - How does each tier decrease technology costs?
  - How does each tier decrease facilities costs?
  - How does each tier decrease personnel / staffing costs?
  - What does each tier do to the competitive environment?

# Consolidation Planning Project (2018-22)

## Summary

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- Consortium members provided funds (project funds - \$410,000)
- Governance Committees formed; project manager and consulting firm(s) hired

### December 2019:

- Concept of Operations / Phase 1 Plan completed and approved by the Consortium

### September 2020:

- IGA extended 12 months
- Executing Tier 1 and Tier 2 actions from the approved Concept of Ops / Phase 1 Plan
  - Public Safety Software Modernization Project (Enterprise CAD, Mobile, RMS (LE), JMS, E-Citation, E-Crash)

### September 2021:

- IGA extended a second 12 months
- Executing Tier 1, Tier 2, and Tier 3 actions from the approved Concept of Ops / Phase 1 Plan
  - Public Safety Software Modernization Project (Enterprise CAD, Mobile, RMS (LE), JMS, E-Citation, E-Crash)
  - Regional Operations and Communications (ROC) Facility – planning, design, and funding

### September 2022:

- IGA expired after 4 years – consortium disestablished; transitioned to PSAP Consolidation Committee (PCC)

# PSAP Consolidation Cmte (2022-Present)

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- “Two IGA” concept
- Participating PSAPs:
  - CenCom E9-1-1
  - Fox Lake
  - Gurnee
  - Lake Zurich
  - Mundelein
  - Vernon Hills (w/Countryside FPD)
  - Waukegan
  - Lake County Sheriff
- Lake County is Executive Agent

# PSAP Consolidation Cmte (2022-Present)

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## **IGA #1 –Planning IGA**

- Focus: (1) Maintain operations and employees, (2) with partners, draft IGA #2 (Implementing IGA)
- Participating PSAPs agree to:
  - “(D)evelop an Implementing Intergovernmental Agreement (“Implementing IGA”) that establishes a NEW CONSOLIDATED PSAP in Lake County, Illinois to replace and consolidate the PSAPs operated by the Parties in this Agreement.”
  - Ensure Consortium partners and new, potential partners are able and encouraged to participate
  - Contribute \$50,000 each to hire required expertise
  - Establish the PSAP Consolidation Committee
- County agrees to:
  - Act as the Executive Agent
  - Construct a purpose-built 9-1-1 and emergency dispatch center at the County’s expense as part of the Regional Operations and Communications Facility for the NEW CONSOLIDATED PSAP
- Became effective on September 1, 2022 (18-month duration)

# PSAP Consolidation Cmte (2022-Present)

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## **IGA #2 – Implementing IGA**

- Sets forth the mechanism for a Lake County public entity to become a full partner and receive services from the NEW CONSOLIDATED PSAP
- The Implementing IGA must:
  - Create of a new Intergovernmental Cooperative (joint governance) organization
  - Define a pathway for any public agency to become a partner
  - Include bylaws, governance, cost sharing etc.
  - Define baseline services
  - Include implementation and migration plans to transition from individual PSAPS to the newly constructed PSAP, located in Libertyville
  - Establish staffing structure and support functions
  - Provide a transition pathway for current PSAP employees to the new PSAP
  - Define technology needs and implement the new CAD system
  - Define timelines, insurance and other migration issues
- Goal: Partners / Members approve by June 2024

# PSAP Consolidation Cmte (2022-Present)

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- “Two IGA” concept
- Participating PSAPs:
  - CenCom E9-1-1
  - Fox Lake
  - Gurnee
  - Lake Zurich
  - Mundelein
  - Vernon Hills (w/Countryside FPD)
  - Waukegan
  - ~~Lake County Sheriff~~ (as of Nov. 20, 2023, no longer participating)
- Lake County is Executive Agent



# Agenda

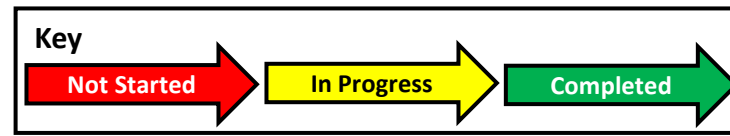
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- Background
- **Update on Lines of Effort**
  1. **Enterprise Technology Update**
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# Lines of Effort (LOE)

## 9-1-1 Consolidation



911 Consolidation Consortium (21 PSE) → PSAP Consolidation Cmte

CONOP Development

**LOE #1**  
Tier 1&2 /  
Virtual Consolidation  
(Technology)

**LOE #2**  
Tier 3 / Physical  
Consolidation  
(Facility)

**LOE #3**  
Tier 3 / Physical  
Consolidation  
(Organization)

**LOE #4**  
ETSB / JETSB  
Consolidation

October 1, 2018  
January 1, 2019  
April 1, 2019  
July 1, 2019  
October 1, 2019  
January 1, 2020  
April 1, 2020  
July 1, 2020  
October 1, 2020  
January 1, 2021  
April 1, 2021  
July 1, 2021  
October 1, 2021  
January 1, 2022  
April 1, 2022  
July 1, 2022  
October 1, 2022  
January 1, 2023  
April 1, 2023  
July 1, 2023  
October 1, 2023  
January 1, 2024  
April 1, 2024  
July 1, 2024  
October 1, 2024  
January 1, 2025

# Line of Effort #1

## Public Safety Software Modernization Project Lake County



Procurement and implementation of a shared, scalable, integrated, enterprise family of public safety systems

- Computer aided dispatch (CAD)
- Mobile messaging
- Records management systems (RMS) – Law Enforcement
- Jail management system (JMS)
- E-Citation and E-Crash

# Public Safety Software Modernization

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- Between April 2020 and May 2021, the Consortium worked together through a procurement process to select Tyler Technologies, Public Safety Division to replace CAD, Mobile, RMS, JMS, E-Citation, and E-Crash for the 9-1-1 Consortium
- Two contracts with Tyler were approved for licensing, software, and implementation services

## CAD and Mobile Messaging Contract

- Lake County ETSB is the executive agent
  - Lake County ETSB is funding the full implementation
  - Original contract in the amount of \$1,355,568
  - Maintenance and third-party services estimated at \$181,681 annually with annual increases
- 
- Crowe LLP contracted to provide project support

## RMS, JMS, E-Citation, and E-Crash Contract

- Lake County Sheriff's Office is the executive agent
- Lake County is funding the full implementation
- Original contract in the amount of \$2,831,209
- Maintenance and third-party services estimated at \$426,336 annually with annual increases
- Initial funding allocated in FY2020

# System Implementation Overview (Tyler Technologies)

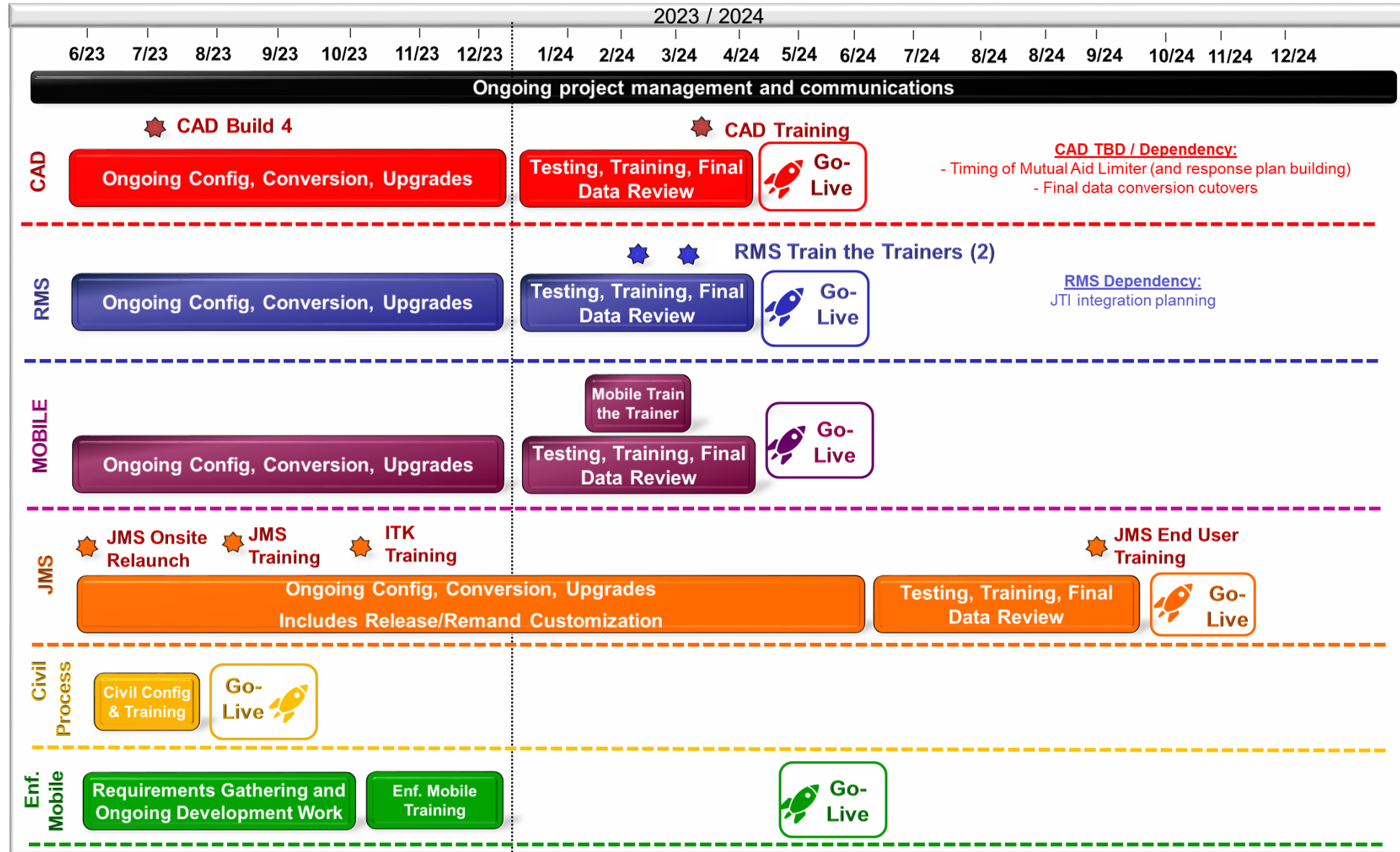
- 1 Integrated system suite
- 6 Software programs
- 46 Agencies currently participating
- 10 User groups
- 250+ stakeholders involved
- Implementation began in 2021



# Current Timeline Overview

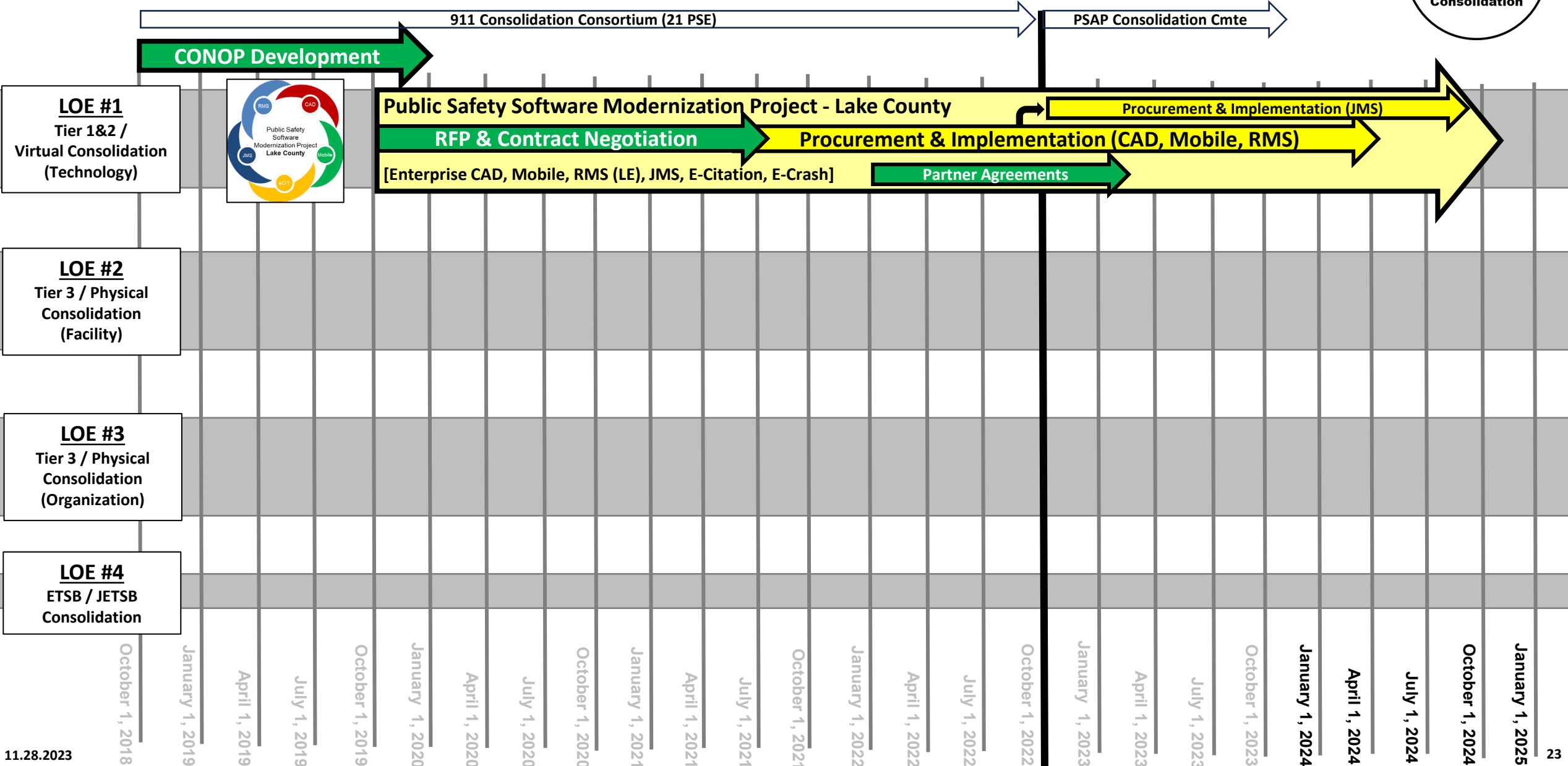
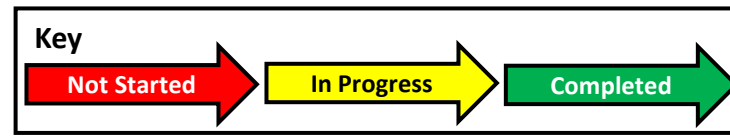
## Revised Go-Live Dates

- **Civil Process:**  
September 18, 2023
- **CAD/RMS/Mobile:**  
April 16, 2024
- **Enforcement Mobile:**  
April 16, 2024
- **JMS:**  
October 14, 2024



# Lines of Effort (LOE)

## 9-1-1 Consolidation



## **Line of Effort #2**



## **Regional Operations and Communications (ROC) Facility**

**Partner designed and Lake County  
funded multiuse facility**



# Facility

## Regional Operations & Communications Facility



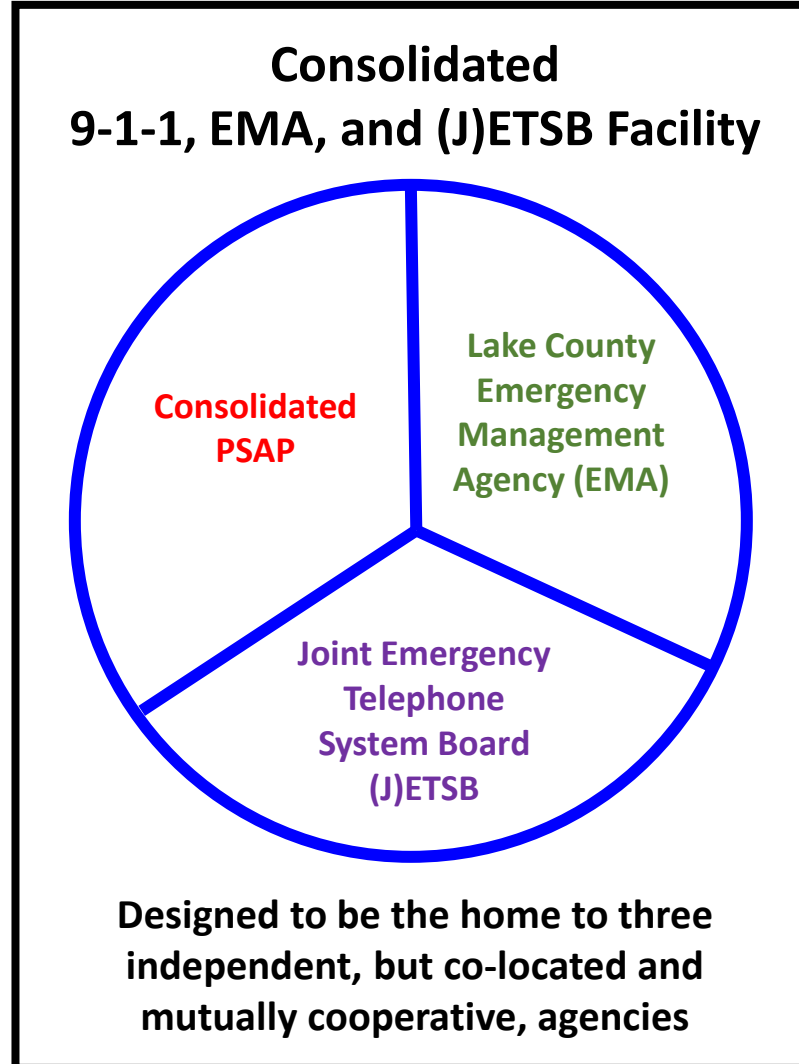
Regional Operations & Communications Facility (ROCF)

- or -

The ROC Facility

- or -

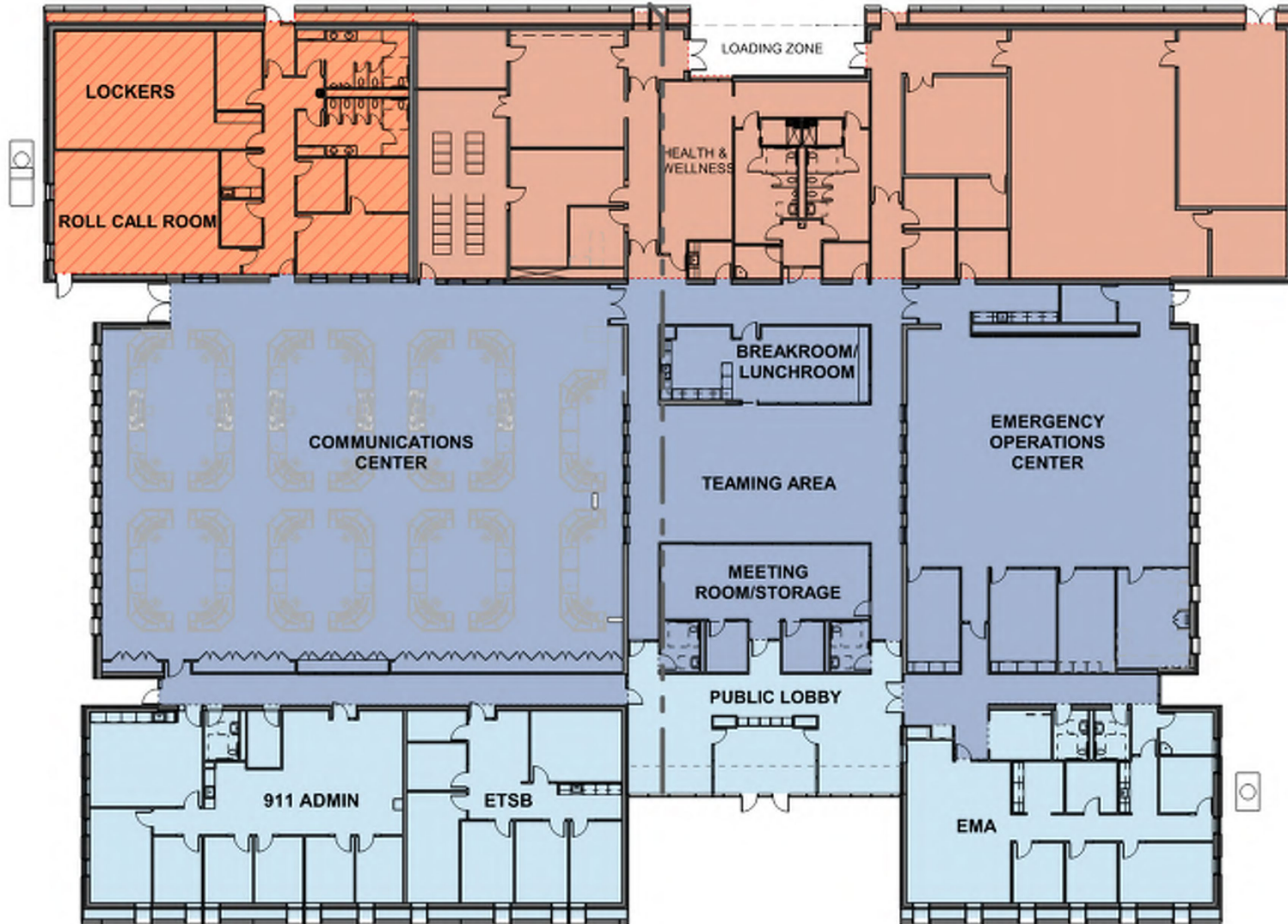
*“The ROC”*



Upfront capital investment (design, build, furnish) funded by County

Long term cost sharing agreement for operations

# Design – Structural Hardening

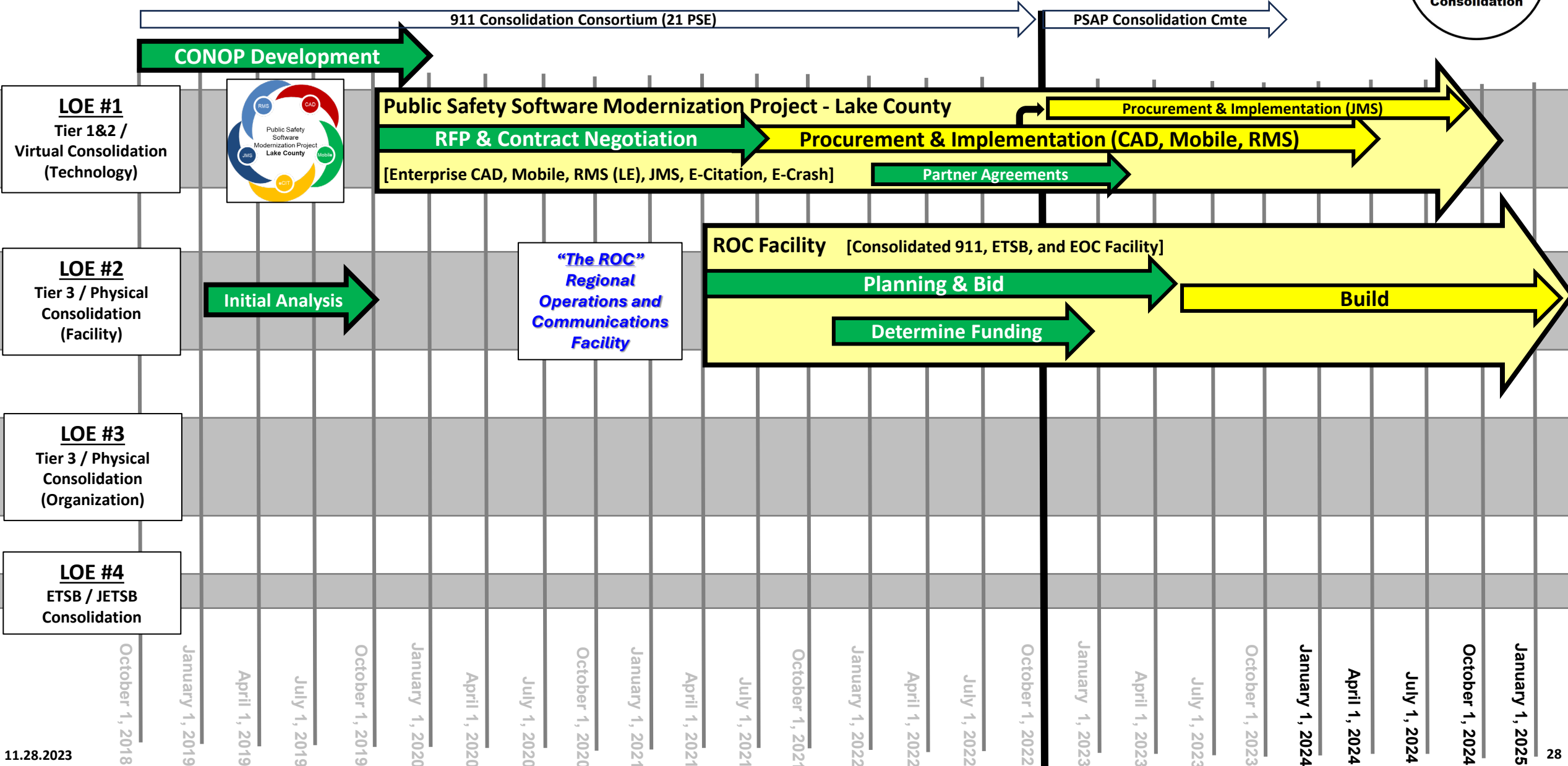
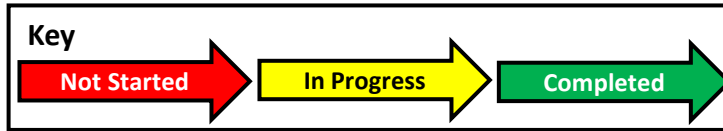


## LEVELS OF HARDENING

- STORM SHELTER**
  - Structural frame and envelope designed to meeting ICC 500
  - Storm shelter rated glazing
  - All openings protected
  - Natural ventilation available for storm shelter area
  
- TYPE - E**  
 (Hardened/Bunker)
  - Structural frame and envelope designed to resist wind loads of 250 MPH
  - Glazing to be protected and/or designed to resist 150 MPH winds
  - All openings are protected
  
- TYPE - D+**  
 (National Design Trends)
  - Structural frame & envelope designed to resist wind loads of 250 MPH
  - Glazing & openings designed to resist 150 MPH winds (\*not projectiles)
  
- TYPE - C+**  
 (Continuity of Operations)
  - Structural frame & envelope designed to resist wind loads of 150 MPH
  - Glazing & openings designed to resist 150 MPH winds (\*not projectiles)



# Lines of Effort (LOE) 9-1-1 Consolidation





## **Line of Effort #3**

**New  
Consolidated  
PSAP  
Organization**

# Purpose

## Carried Forward from Consolidation Planning Project

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Build an implementation plan to consolidate regional 9-1-1 services in order to provide the highest quality 9-1-1 service and lasting value for the residents of participating communities

### *Core Requirement*

- The right public safety resources
- To the right location
- With the right information
- In the shortest amount of time

*AND*

- General safety and situational awareness for responders during a call or incident

Additional Requirements  
for Consolidated 9-1-1 and Dispatch Services  
(As Decided by Governance Committees)

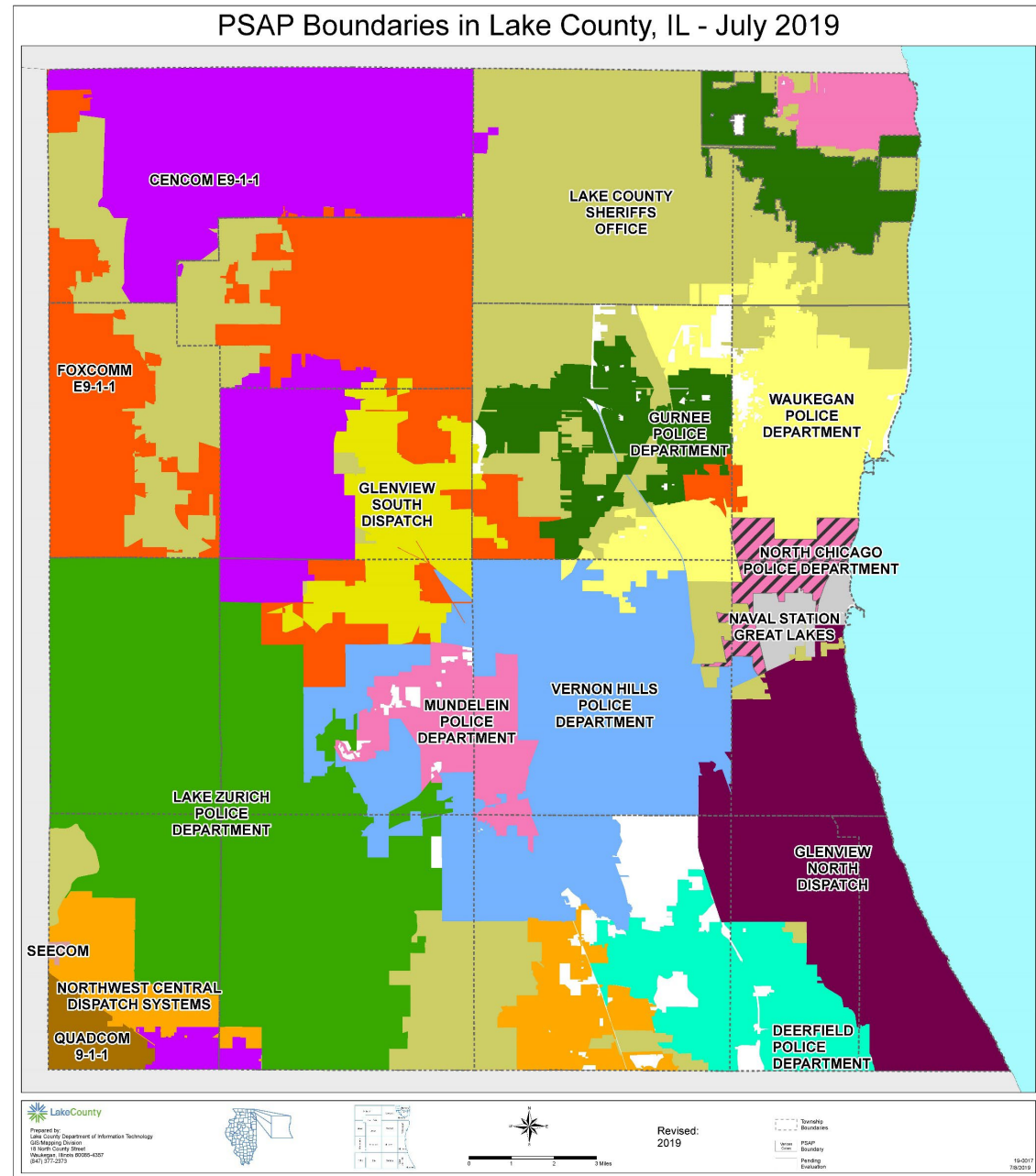
# The (1<sup>st</sup>) Problem

## 9-1-1 (PSAP\*) Boundaries

\*Public Safety Answering Point

### Problem: Call Transfers

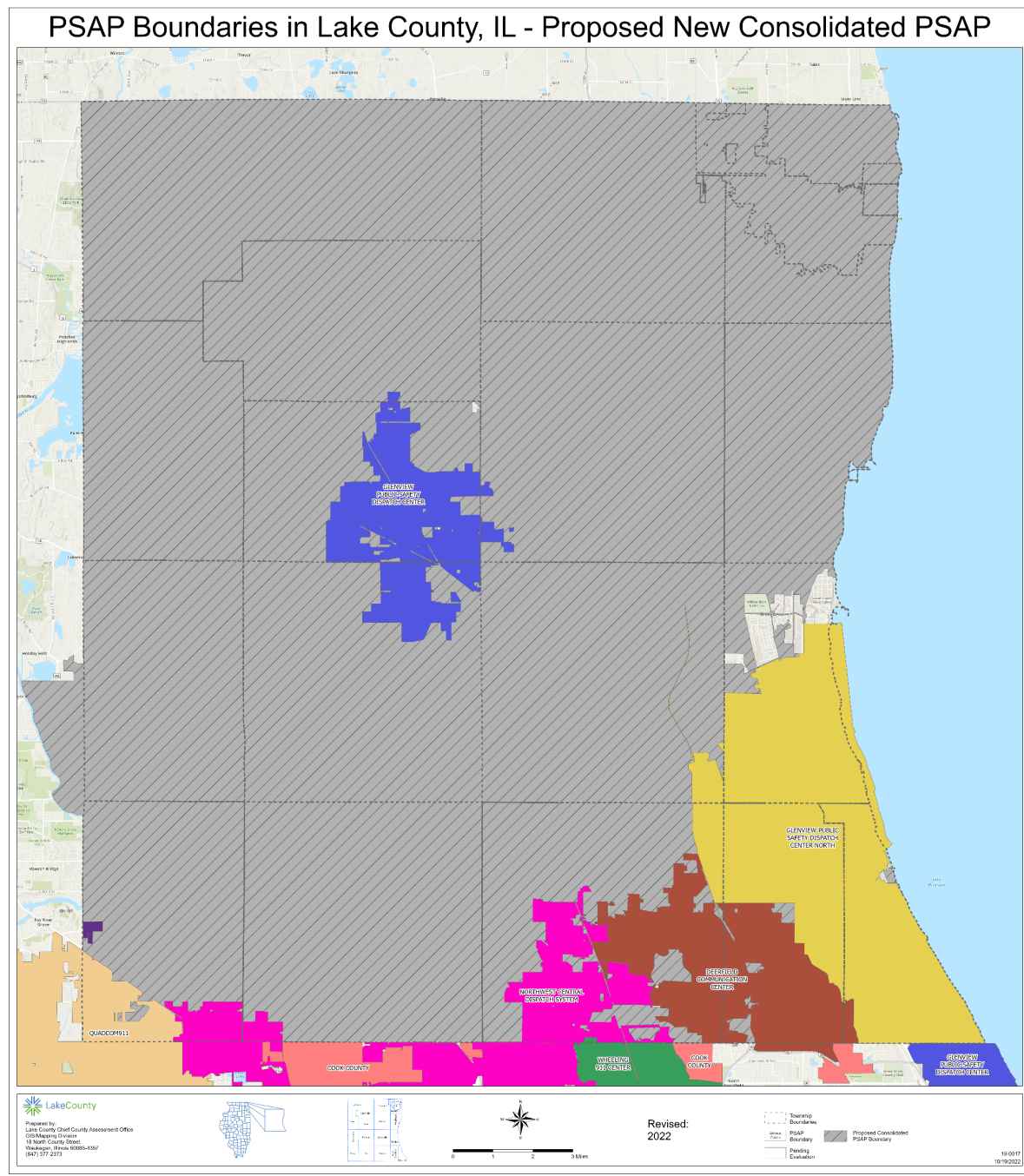
- More than 12 PSAPs serving Lake County
- Wireline 9-1-1 calls follow these boundaries
- Cellular (voice or text message) and VoIP 9-1-1 calls may not follow established boundaries



# New Consolidated PSAP

## Future PSAP Boundary

**Regional  
9-1-1  
Consolidation**

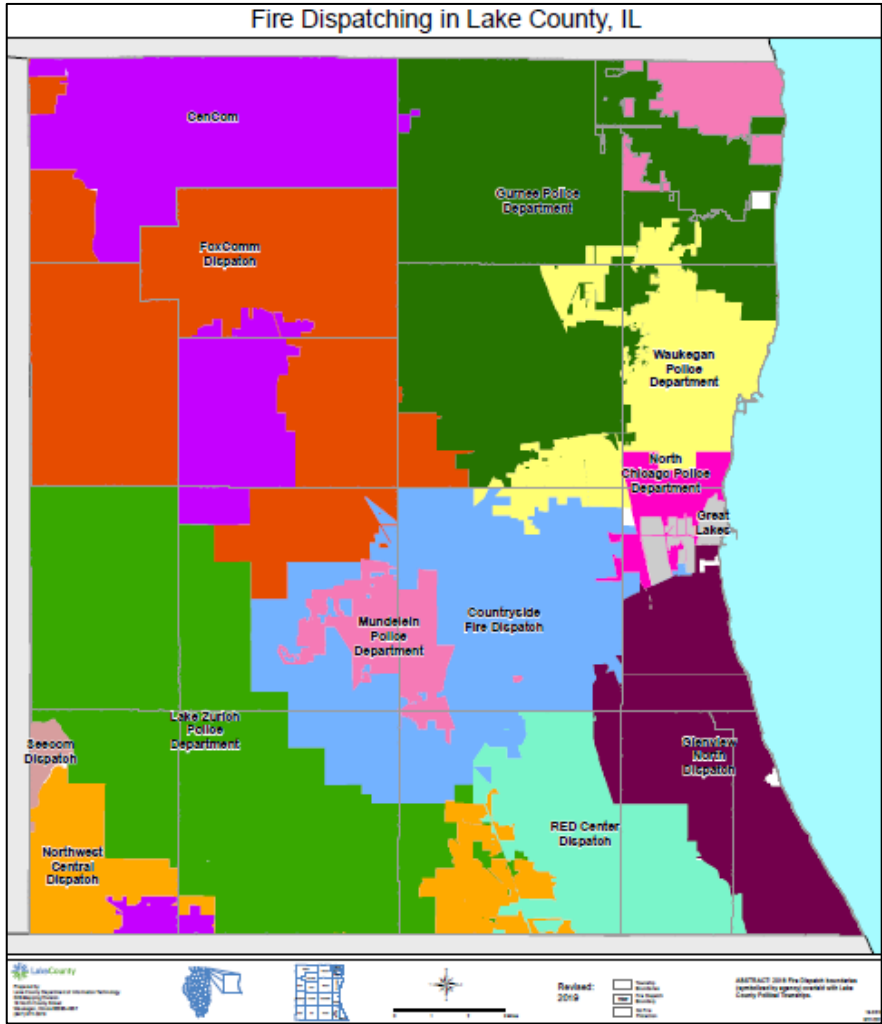




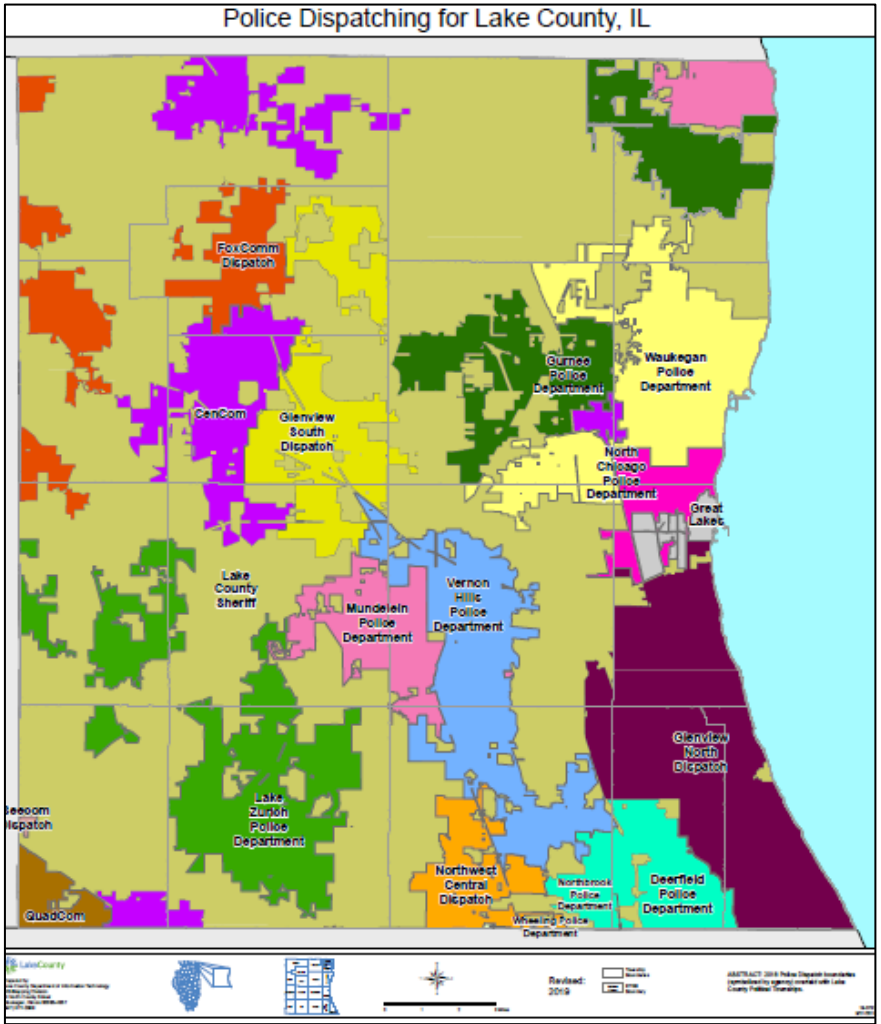
# The (2<sup>nd</sup>) Problem

## Dispatch Boundaries

**Problem: Call Transfers**

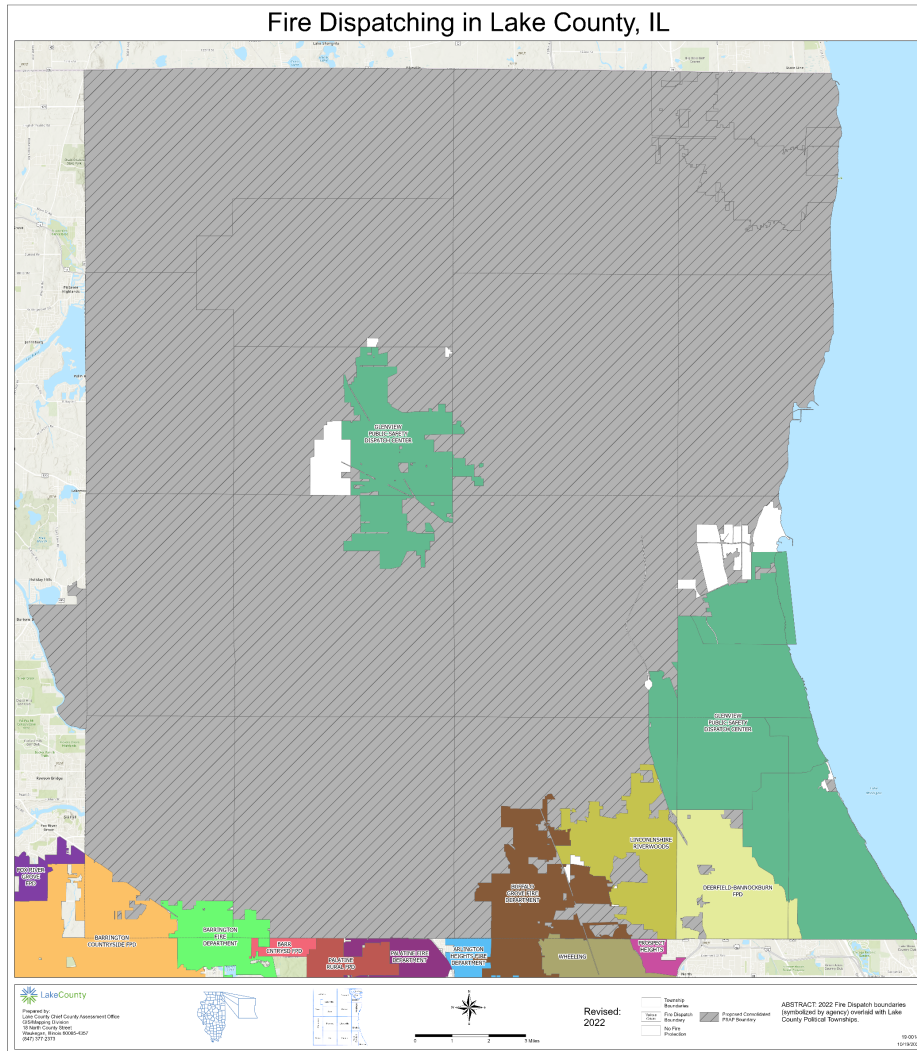


Fire / EMS Dispatch Agencies (>12)

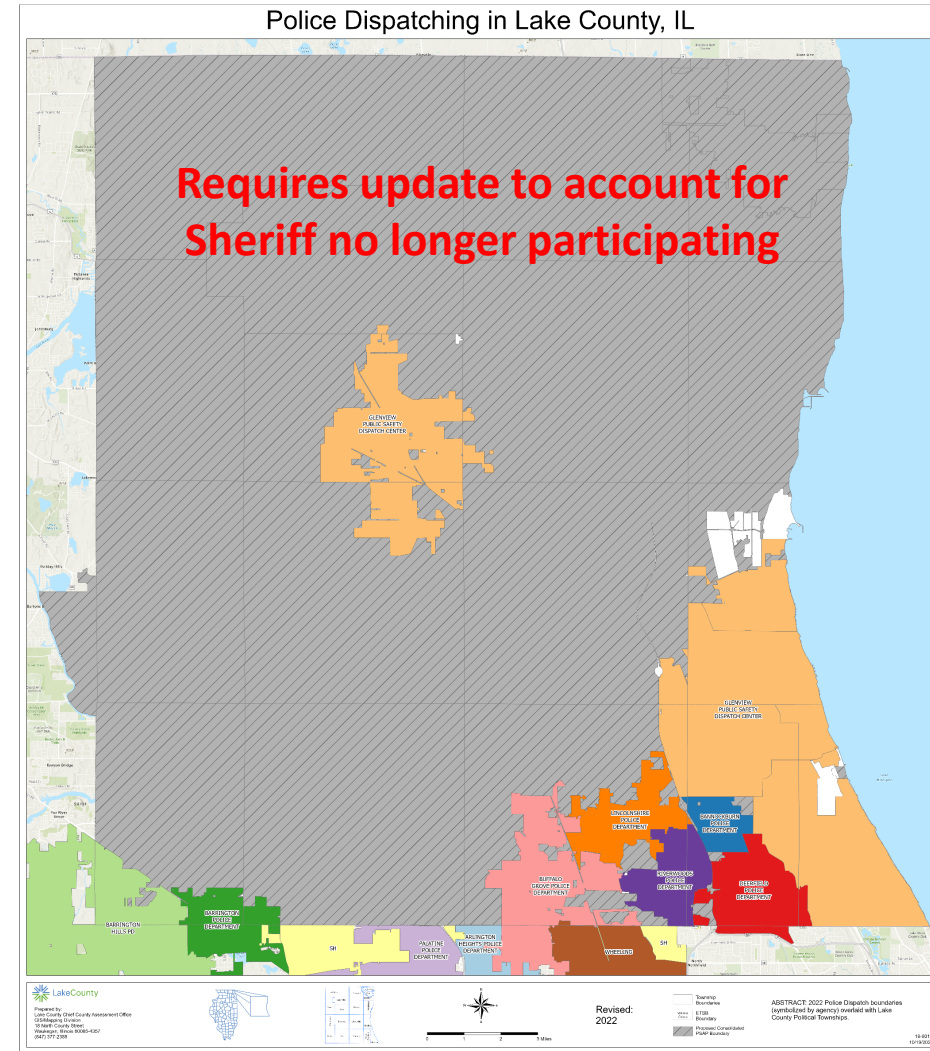


Law Enforcement Dispatch Agencies (>12)

# New Consolidated PSAP Future Dispatch Boundaries



Fire / EMS Dispatch Agencies



Law Enforcement Dispatch Agencies

# PSAP Consolidation Committee (PCC)

Focus of Main Effort



## **IGA #2 – Implementing IGA**

- Sets forth the mechanism for a Lake County public entity to become a full partner and receive services from the NEW CONSOLIDATED PSAP
- The Implementing IGA must:
  - Create of a new Intergovernmental Cooperative (joint governance) organization
  - Define a pathway for any public agency to become a partner
  - Include bylaws, governance, cost sharing etc.
  - Define baseline services
  - Include implementation and migration plans to transition from individual PSAPS to the newly constructed PSAP, located in Libertyville
  - Establish staffing structure and support functions
  - Provide a transition pathway for current PSAP employees to the new PSAP
  - Define technology needs and implement the new CAD system
  - Define timelines, insurance and other migration issues
- Goal: Partners / Members approve by June 2024

# Consolidated PSAP Name

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- With input from Partners, the PSAP Consolidation Committee approved the name for the future consolidated PSAP (replaces “NEW CONSOLIDATED PSAP”)
- The future consolidated PSAP’s name:

**LakeComm**  
**Lake Consolidated Emergency Communications**

# LakeComm Joint Governance Concept

## Proposed



**Member Board of Directors (Member Board)**  
 Members – each partner municipalities, fire protection dist., Lake County, agencies that provide public safety.  
 One representative (and alternate) for each member – Mayor, Trustee, Board Member, etc.

**Executive Committee**  
 Up to seven (7) members\*

1. Member Board Chair\*
2. Member Board Vice-Chair\*
3. Lake County Representative\*
4. Municipal Administrator
5. Fire Protection District Trustee
6. Fire Chief Representative
7. Police Chief Representative

\*Defined in IGA

**Executive Director**

**LakeComm Staff**

- 9-1-1 and Dispatch Operations
- Technology / IT
- Human Resources
- Finance
- Legal

**Advisory Committees**

Examples

- Law Enforcement
- Fire / EMS
- Technology

**NEW Joint Emergency Telephone System Board (JETSBS)**

- Manage, determine use of 9-1-1 surcharge funds
- Separate, parallel consolidation action
- Intended to be a complementary, supporting entity

# LakeComm Operational Concept

## Proposed

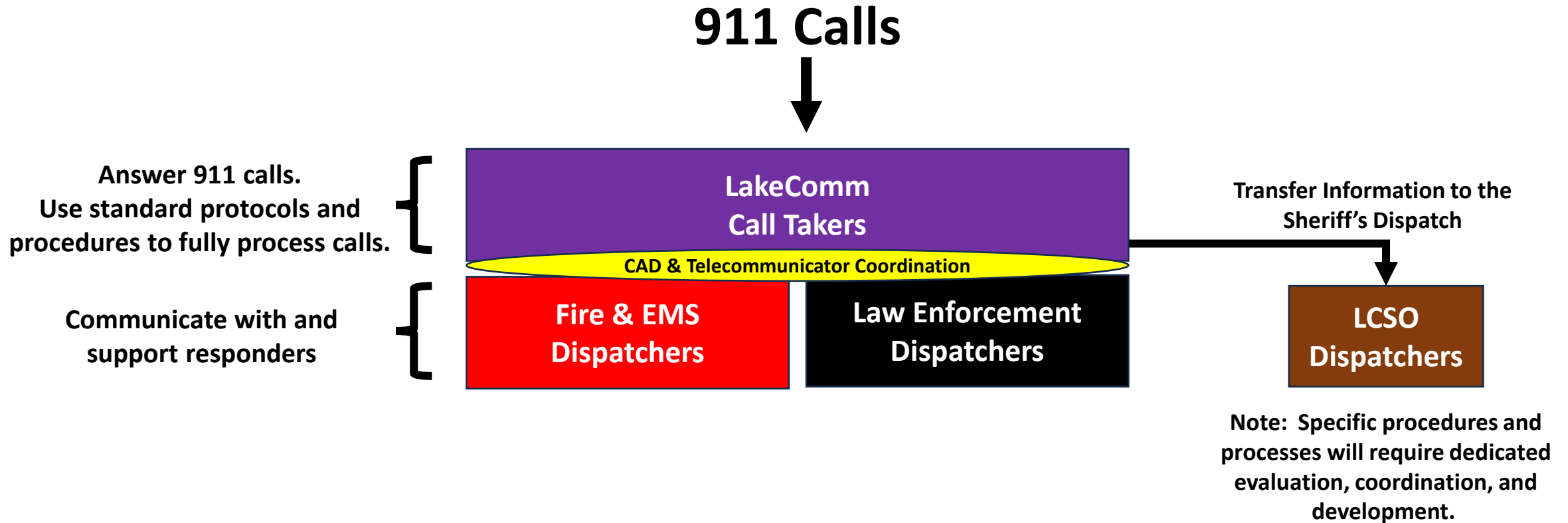
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- **Single, consolidated PSAP located in the ROC Facility**
- **Primary PSAP - all Member 9-1-1 calls answered and processed**
- **Provides dispatching for Member's Fire / EMS and Law Enforcement**
- **Uses the systems implemented in the Public Safety Software Modernization Project**

# LakeComm Operational Concept

## Proposed



# LakeComm Operational Concept

## Proposed

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- Single, consolidated PSAP located in the ROC Facility
- Primary PSAP - all Member 9-1-1 calls answered and processed
- Provides dispatching for Member's Fire / EMS and Law Enforcement
- Uses the systems implemented in the Public Safety Software Modernization Project
- **Focus on retaining and hiring current employees at LakeComm (IMRF Employer)**
- **Initial use of current Partner PSAP center(s) as LakeComm "back up"**
- ***In work* – full scope of services; determine administrative functions and cost**
- ***In work* – options and decision on cost sharing formula**



# Transition Planning

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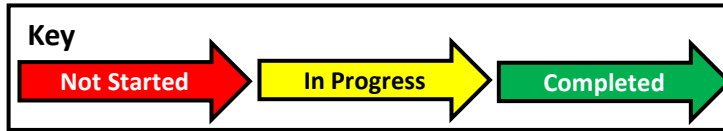
- Transition is the period between IGA #2 (Implementing IGA) approval and LakeComm being operational
- Major transition actions:
  - Establish Governance Structure
  - Hire Executive Director
  - Establish basic business functions
  - Hire transition staff (HR, Finance, Training, etc.)
- IGA #2 (Implementing IGA) must include information on transition to include:
  - Authorities
  - Required / authorized actions
  - Timelines
  - Funding

# Transition Funding Options

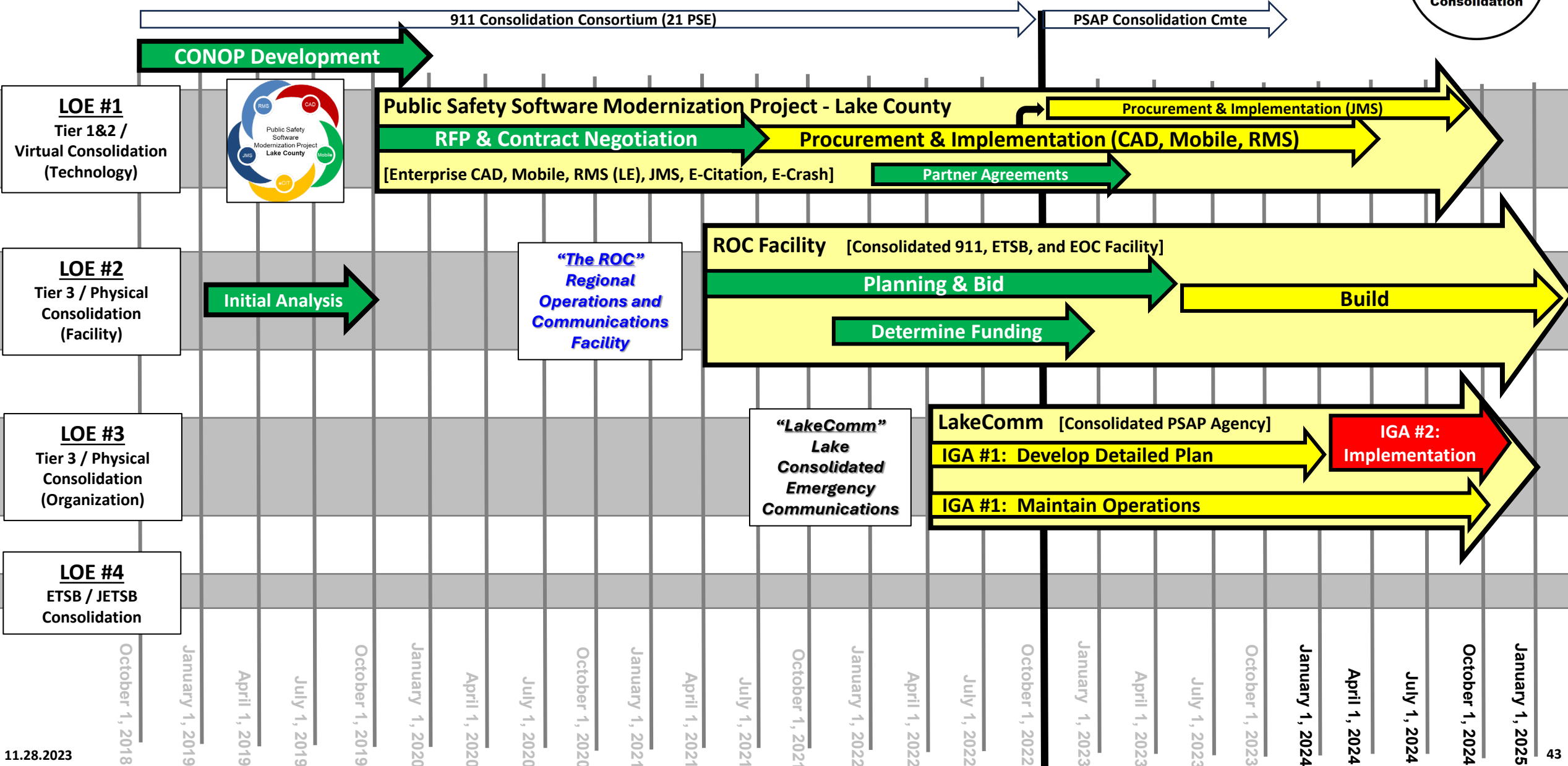


Funding Source	Amount	Pros	Cons
Participating (J)ETSBs	Full or partial amount	Should be an authorized use of 911 surcharge. (J)ETSB commitment and first step in (J)ETSB consolidation. Possible additional State funds / reimbursement.	A partner may need to replace ETSB funds used for current operations with another funding source
County and/or Municipal Loan(s)	Full or partial amount	Provides lump sum up front. Stretch payments over numerous years and across members. Commitment by member lenders.	Starting with debt
Participating PSAPs	Full or partial amount	IGA #1 (Planning IGA) contains procedure to increase PSAP funding for project	Commitment remains limited to PSAPs, not bringing members on board. Could require shifting funds from operations.
Bank Loan	Full or partial amount	Provides lump sum up front. Stretch payments over numerous years and across members.	Starting with debt. LakeComm does not “exist” at this time – could delay a loan.
LakeComm Members	Full or partial amount	Commits to being a member (“skin in the game”)	High initial buy-in for partners to cover full amount. Some agencies may not be able to afford to be a member.

# Lines of Effort (LOE) 9-1-1 Consolidation



**Regional 9-1-1 Consolidation**





## **Line of Effort #4**

**(Joint)  
Emergency Telephone  
System Board  
Consolidation**

# LakeComm Joint Governance Concept

## Proposed



**Member Board of Directors (Member Board)**  
 Members – each partner municipalities, fire protection dist., Lake County, agencies that provide public safety.  
 One representative (and alternate) for each member – Mayor, Trustee, Board Member, etc.

**Executive Committee**  
 Up to seven (7) members\*

1. Member Board Chair\*
2. Member Board Vice-Chair\*
3. Lake County Representative\*
4. Municipal Administrator
5. Fire Protection District Trustee
6. Fire Chief Representative
7. Police Chief Representative

\*Defined in IGA

**Executive Director**

**LakeComm Staff**

- 9-1-1 and Dispatch Operations
- Technology / IT
- Human Resources
- Finance
- Legal

**Advisory Committees**

Examples

- Law Enforcement
- Fire / EMS
- Technology

**NEW Joint Emergency Telephone System Board (JETSBS)**

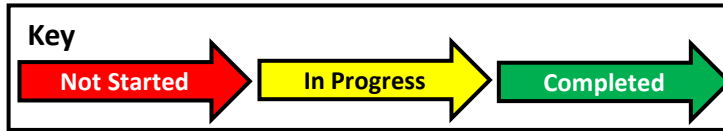
- Manage, determine use of 9-1-1 surcharge funds
- Separate, parallel consolidation action
- Intended to be a complementary, supporting entity

# **(J)ETSB Consolidation**

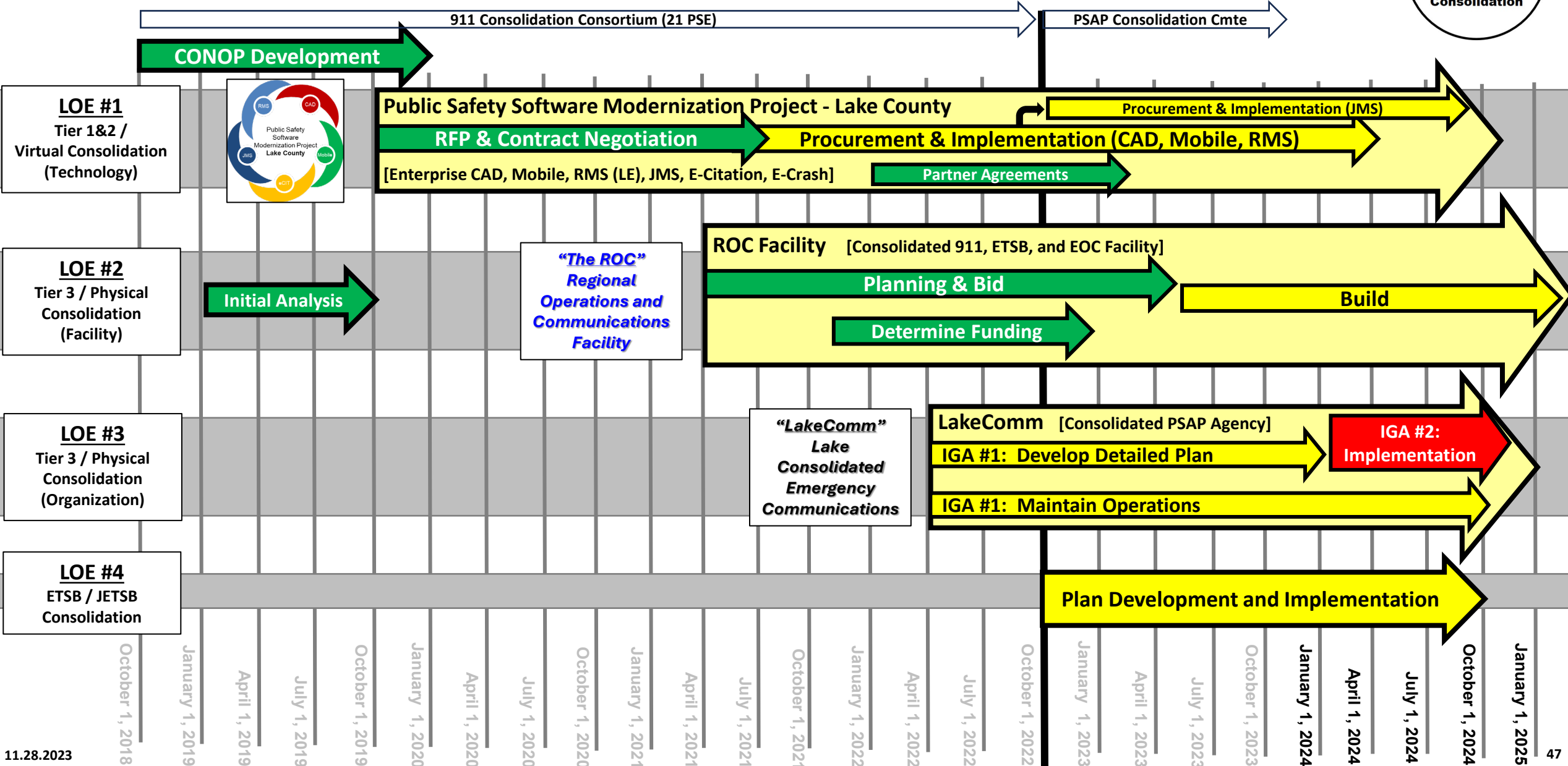
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- **(Joint) Emergency Telephone System Boards [(J)ETSB] are responsible for oversight of 9-1-1 surcharge funds as well as other statutory requirements**
- **Consolidation of (J)ETSBs is required for PSAP consolidation**
- **Separate, parallel consolidation action**
- **Options are being reviewed and discussed in parallel with LakeComm planning**
- **Illinois Statewide 9-1-1 Administrator review and approval**

# Lines of Effort (LOE) 9-1-1 Consolidation



**Regional 9-1-1 Consolidation**



# Agenda

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- The Problem
- Background
- Update on Lines of Effort
  1. Enterprise Technology Update
  2. Facility Update
  3. Agency Consolidation Update
  4. ETSB / JETSB Consolidation
- **Way Ahead**
- Discussion, Direction, and Guidance



# Way Ahead

## PSAP Consolidation Efforts

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- PCC continues to coordinate and share information with partners and potential partners
- PCC approves of Modification / Amendment to IGA #1 (Planning IGA)
  - 12-month extension
  - Redefines County's role as a partner
- PCC hires legal council with expertise in PSAP and (J)ETSB consolidation
- PCC determines transition funding plan
- PCC finalizes IGA #2 (Implementing IGA) that establishes LakeComm
  - Governance
  - By Laws
  - Shared cost formula
  - Scope of services
  - Transition steps and funding
- **LakeComm established with Members signing IGA #2 (Implementing IGA)**
  - **Establish Governance Structure**
  - **Hire Executive Director**
  - **Establish basic business functions**
  - **Hire Transition Staff (HR, Finance, Training, etc.)**



# Way Ahead

## Lake County Actions

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- **Continue to provide support and leadership to 9-1-1 consolidation efforts**
  - **Provide County representatives with feedback and guidance**
- **Approve Modification / Amendment to IGA #1 (Planning IGA)**
  - **12-month extension**
  - **Redefines County's role as a partner**
- **Support transition funding option(s)**
- **Approve the long-term cost sharing agreement(s) for LakeComm's and (J)ETSB's use of the ROC Facility**
- **Sign IGA #2 (Implementing IGA) as a founding member of LakeComm**
  - **Consolidates and standardizes 9-1-1 call answering**
  - **Representation on LakeComm Member Board and Executive Committee**

# Agenda

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- The Problem
- Background
- Update on Lines of Effort
  1. Enterprise Technology Update
  2. Facility Update
  3. Agency Consolidation Update
  4. ETSB / JETSB Consolidation
- Way Ahead
- **Discussion, Direction, and Guidance**

# Purpose

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- **Provide background and an update on 9-1-1 consolidation efforts**
- **Inform the Committee of upcoming decisions for the next phase(s) of 9-1-1 and emergency dispatch consolidation in Lake County**
- **Receive any new direction or guidance from the Committee**



**END**